# REPORT

OF THE

# UTTAR PRADESH ECONOMY COMMITTEE

(VOLUME I)



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LUCKNOW:

Superintendent, Printing and Stationery, Uttar Pradesh, (India) 1958

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# PART-I

# REPORT OF THE ECONOMY COMMITTEE OF THE UTTAR PRADESH

### CHAPTER I

#### INTRODUCTORY

# Terms of Reference

The Economy Committee was set up in pursuance of a decision taken by the Uttar Pradesh Government in March, 1954. The Committee consisted of members of both the Houses of Legislature as well as certain officials and non-officials who have long been associated with public administration. The terms of reference are as given below:

To examine and suggest-

- (1) what reorganization in the present set-up of Government departments can lead to reduction in the present expenditure without impairing efficiency;
- (2) if the present rules of procedure can be simplified so as to lead to economy, quick disposal of work and greater efficiency;
- (3) what economies can be effected in the provision of contingent expenditure in the budgets of the various departments of Government and the provision for contingencies in the estimates for works; and
- (4) any other useful measures of economy not covered by the foregoing terms of reference.

### Constitution of the Committee

2. The original constitution of the Commi	ittee was as	follows:		
(1) Sri Hafiz Mohammad Ibrahim. Min	ister for Fi	nance		Chairman.
(2) Sri Madan Mohan Upadhyay, m. l	. A.	• •		Member.
(3) Kunwar Guru Narain, m. l. c.				,,
(4) Acharya Jugal Kishore, m. l. a.	wan.	• •		,,
(5) SRI PARIPURNANAND VARMA, M. L. A.	19/20 A			,,
(6) Sri Kailash Prakash, m. l. a.		• •		,,
(7) Sri J. P. Srivastava			• •	,,
(8) Sri Siddique Hasan, i. c. s.	33469			,,
(9) SRI RAJA RAM, M. L. A.		••		,,
(10) SRI INDRA SINGH NAYAL, M. L. C.	20 T			,,
(11) SRI RAM GOPAL	ENTER TO			**
(12) SRI A. C. MUKERJI, I. S. E. (Retired)	951(5)			,,
(13) THE CHIEF SECRETARY TO GOVERNMENT	NT, UTTAR	Pradesh		,,
(14) SRI BHARAT NARAIN, Deputy Secretar	ry to Gover	nment, Fir	ance	- •
Department, U. P.	•••	••		Secretary.

3. Before the Economy Committee, originally constituted, could make any progress, certain thanges in its personnel took place on account of the death of Sri J. P. Srivastava, the appointment of Acharya Jugal Kishore, as the Minister for Social Welfare, and of Sri Kailash Prakash as Deputy Minister. Certain new members were accordingly added to the Committee. The reconstituted Committee consisted of the following:

(1)	SRI HAFIZ MOHAMMAD IBRAHIM, MIT	nister for F	inance		<u>C</u> hair <u>m</u> an.		
(2)	Sri Madan Mohan Upadhyay	• •	• •		Member.		
(3)	Kunwar Guru Narain, m. l. c.	• •	••		**		
(4)	SRI PARIPURNANAND VARMA M.L.A.		• •		<b>,</b>		
(5)	SRI N. C. CHATURVEDI, M. L. C.	• •	••		,,		
(6)	Sri Siddique Hasan, i. c. s.	• •		• •	**		
(7)	SRI RAJA RAM				<b>33</b> .		
(8)	SRI INDRA SINGH NAYAL, M. L. C.	• • •			,,		
(9)	DR. PANNA LALL, I. C. S. (Retired)		• •		,,		
(10) SRI P. D. PANDE, ex-Member, Public Service Commission							
(11)	SRI A. C. MUKERJI, I. S. E. (Retired)				,,		
(12)	SRI RAM GOPAL, ex-Managing Direct	or, Industi	rial Finance	Cor-			
	poration		• •		**		
(13)	Chief Secretary to Government, Utta	r Pradesh	• •		,,		
(14)	SRI BHARAT NARAIN, I. A. S., Deput	y Secretary	y to Governr	nent,			
	U. P	••	• •		Secretary.		

At a later stage, that is, from July, 1956, onwards, the Reorganization Commissioner to Government of U. P., Sri K. K. Dass, i.c.s., was also associated with the Economy Committee.

# First Meeting of Economy Committee

- 4. The first meeting of the Committee was held on May 26, 1954, when certain resolutions were adopted by the Committee out of which the following two were more important:
- "After a full discussion the Committee decided that the Heads of various Government departments and the Secretaries to Government should be asked-

# Resolution no. 2 of the first Meeting of Economy Committee

- (i) briefly to state the reasons why there has been a progressive increase from year to year in the expenditure of the departments under their charge beginning from the financial year 1947-48 up to the current financial year, both in the administrative and operational expenses giving statistics in support of their contention, wherever possible,
- (ii) to give their concrete suggestions as to the changes which may be brought about in the present set-up of the Government departments under their charge which may lead to reduction in the present expenditure without impairing efficiency,
- (iii) to suggest methods for effecting a 10 per cent economy in the expenditure of their departments, which the Committee wished to bring about without impairing efficiency and without affecting Government policy. In case an economy of 10 per cent is not considered to be feasible in respect of any department, detailed reasons for holding that view should be given.
- (iv) to indicate whether it would be advisable to have some sort of a permanent machinery to have a check over the expenditure of the different departments with the object of guarding wasteful expenditure. In case this idea was not favoured the reasons therefor should be clearly stated for the information of the Committee.

# Resolution no. 3 of the First Meeting of Economy Committee

5. The Committee further resolved that the Heads of the Departments and Secretaries to Government should be requested to send their suggestions and replies to the questions raised above positively within a month of the receipt of the Committee's resolutions.

# Action taken on the Resolutions of the First Meeting

- 6. In June, 1954, a letter was issued over the signature of the Minister for Finance to all the Ministers and Deputy Ministers, Parliamentary Secretaries, the Speaker of the Legislative Assembly and the Chairman of the Legislative Council, and the members of the Legislature to give their suggestions for economy, particularly on the first three points contained in Resolution no. 2 passed at the meeting of the Committee held on May 26, 1954.
- 7. Suggestions of the members of the public, who might be interested in the matter, were also invited on the point referred to above, and a news-item in this behalf was published in the leading newspapers in June, 1954.
- 8. It was decided that the economy suggestions received from the members of public should be screened by Sri Paripurnanand Varma.

# Second Meeting of Economy Committee

- 9. The replies received from the Heads of Departments and the Secretaries to Government in response to the two Resolutions passed at the meeting of May 26, 1954, were circulated among all the members of the Committee, along with the economy proposals received from the members of the public after the necessary screening had been done by Sri Paripurnanand Varma. All this material was examined by the Committee at its next meeting held on October 11 and 12, 1954 and the following resolution was passed by the Committee:
  - "The Economy Committee having considered the reports received from different departments of the Government came to the conclusion that while these reports gave a factual picture and analysis of the expenditute and income of each department, they did not give any idea regarding the economies to be effected in each department. The Committee maintain that while it is essential to effect economy in each and every department, this should not be at the cost of efficiency. At the same time it has to be examined whether proper use of allotments made to each department is being made or not. The Committee felt that Sub-Committees should be appointed to go into the detailed scrutiny and analysis of the respective departments."

# Creation of Sub-Committees

10. In accordance with the resolution quoted above, it was decided to form six Sub-Committees with a member of the Economy Committee as convener of each and with such other persons as the Sub-Committee might co-opt, to undertake the detailed scrutiny of these replies after going into the working of the Government departments allotted to each.

# Creation of a Steering Committee

11. The details of Sub-Committees, their memberships and departments allocated to them, the number of meetings held by each, are given in Appendix "B". A Steering Committee consisting of the conveners of all the Sub-Committees and the Accountant General, Uttar Pradesh, with the Chairman of the Economy Committee as its Chairman, was also set up to review the progress made by different Sub-Committees from time to time. This Committee met twice in order to expedite the submission of reports by various Sub-Committees.

### Re-distribution of Work to Sub-Committees

12. Two of the above Sub-Committees ceased to function soon after their formation consequent on the demise of Sri J. P. Srivastava, Convener, Sub-Committee, "D" and the inability of Sri A. C. Mukerji, I. S. E. (Retired) to convene any meeting of his Sub-Committee. The work of these Sub-Committees was thereafter distributed among the remaining Sub-Committees.

#### Constitution of Sub-Committees and Action taken by them

13. While forming the Sub-Committees, the Economy Committee had authorized them to co-opt other members with the object of obtaining expert advice from high Government officials or from outsiders, to examine the Heads of Departments, to visit sites of works and projects, if necessary, and to collect information and obtain assistance from the connected Secretariat officers and Assistants. The various Sub-Committees, had, accordingly, co-opted certain members for obtaining expert advice. A list of such members is given in Appendix "C". The Sub-Committee examined some of the Heads of Departments and the connected officers of the Secretariat in connection with their deliberations, with regard to the department with which these officers were concerned. The written replies received from the Heads of Departments are at Appendix "D". Sub-Committee "D" of which Sri Paripurnonand Varma, was the Convener, also visited sites of certain works and projects.

#### Directives issued by Economy Committee for Sub-Committees

- 14. In order to lay down specifically the line of action of the Sub-Committees, the Economy Committee had issued certain directives which are given below:
  - "(a) To find out what economics have been effected in the different departmental expenditure and to report whether it is possible to effect further economy. They will also indicate what lapses in the budgetted amount took place within the last three years, and for what reasons, and whether any change in the rules of procedure is necessary;
  - (b) To indicate whether there is any duplication and overlapping in the activities of the department, and to what extent it would be advisable to amalgamate certain departments and what would be the effect of such amalgamation;
  - (c) To investigate how many new offices have been created in the Superior and Lower Grades within the last three years and examine the emoluments which have been sanctioned for such posts. They will also indicate how many field and or desk workers have been added to the departments during that period;
  - (d) To indicate how far the intensification of responsibility or powers allotted to the different Heads of Departments and to other officers at the district and Secretariat level has helped in more efficient administration, or whether, it has added to the confusion in official work, delay, deterioration in the standard of work;
  - (e) To indicate whether it is possible to effect economies in the departmental expenditure by adopting War-time measures;
  - ') To examine to what extent the welfare activities of the State Government are suffering due to mal-administration, mis-administration, and what is the nature of contribution of other States for certain activities of the State in the sugar development work, etc.:
  - (g) To examine the economic aspect of the commercial undertakings of the Government;
  - (h) To examine the recommendations of the 1922-23 and 1948 Economy Committees in connection with the respective departments under the purview of the Sub-Committees and to indicate the extent to which the Government have adopted the recommendations of the 1948 Committee. If the reply is in the negative, the Sub-Committee will indicate why the recommended economy measures cannot be introduced and whether the Sub-Committee would recommend the implementation of the 1948 recommendations in the light of the present-day conditions;
  - (i) To examine how far simplification of records has been introduced, and
  - (j) To examine the question of the grants-in-aid to different institutions".

# Advice of the Accountant General, Uttar Pradesh

15. It may be mentioned in this connection that the Sub-Committee which were entrusted with the examination of the question of simplification of the present rules of procedure so as to lead to economy, quick disposal of work and greater efficiency, were authorized to take such advice as they might like from the Accountant General, Uttar Pradesh.

# Reports of Sub-Committees submitted to Economy Committee

16. The various Sub-Committees started with the examination of the replies received from the Heads of Departments and Secretariat Departments in response to Resolutions 2 and 3 passed by the Economy Committee at the meeting held on May 26, 1954. Relevant extracts of these replies are contained in Appendix "D" to this report. This material was inadequate for the purposes of the Sub-Committee with the result that Heads of Departments and connected Secretariat officers had to be examined personally and further material called for to enable the Sub-Committees to undertake the detailed scrutiny and analysis of the expenditure of each department. As would be evident, the Sub-Committee had to devote considerable time in discussing

matters with the Heads of departments and other officers of Government. These discussions were informal and were held mainly with the object of collecting information on points which required consideration in detail. The Sub-Committees did not record formal evidence as it was not considered worth while. Care was, however, taken to keep in view important suggestions and opinions received from certain Heads of Departments. In their reports the Sub-Committees dealt with each of the more important departments in a separate chapter, in order that each chapter may be self-contained. The same pattern has been followed by the Economy Committee. Reports of these Sub-Committees will be found in Part II of this Report.

# Creation of a new Sub-Committee to deal with items left over, or to be referred to it, by the Economy Committee

17. At the meeting held on July 10-11, 1956, the Economy Committee decided to form a new Sub-Committee "F", with Sri Paripurnanand Varma, as Convener and Kunwar Guru Narain, M.L.C., Sri M. M. Upadhyay and Sri K. K. Dass, I.C.S., Reorganisation Commissioner, as members to deal with such of the items as may be referred to it by the Economy Committee, for a more detailed examination. By a later decision taken in the meeting of the main Committee held on January 24, 1958, Sri N. C. Chaturvedi, M. L. C., was appointed the fifth member of this Sub-Committee.

# Examination of the working of certain Departments by Sri Paripurnanand Varma

- 18. At the meetings held on December 12 to 14, 1957, the Committee, inter alia, took up consideration of the Sub-Committee reports pertaining to the following departments:
  - (1) Government Presses at Lucknow and Allahabad.
  - (2) Co-operative Department.
  - (3) Information Department—In regard to the suggestion that the Publicity wings at present functioning in various departments should be centralized in the Information Department.
  - (4) Food and Civil Supplies Department.

The Committee decided that the working of the above departments should be re-examined by Sri Paripurnanand Varma with a view to suggesting economies therein.

At their meetings held on January 23 and 24, 1958, the Economy Committee decided that the following items should also be entrusted to Sri Paripurnand Varma for re-examination:

Power Department—Examination of the yardsticks for the employment of staff which were fixed by the department some time back with a view to effect economy in the staff.

Judicial Department-To examine the working of Judicial Department in the districts.

- 19. The Economy Committee considered the suggestions made in the reports of the Sub-Committees, and their decisions in respect of reports on the various departments dealt with by the Sub-Committees are contained in the following chapters, wherein section 1 incorporates recommendations aiming at economy in expenditure while section 2 contains recommendations regarding Reorganization of the existing set-up, with a view to ensuring greater efficiency in the working of the administrative machinery.
- 19-A. This is Volume I of the Report of the Uttar Pradesh Economy Committee. It has been divided into two parts. Part I contains recommendations of the Economy Committee in respect of the items on which the Committee have already taken decision and Part II contains reports of the various Sub-Committees of the Economy Committee. Some of the recommendations of the Sub-Committees have not yet been considered by the Economy Committee while certain other recommendations have been referred back to the Sub-Committees for re-examination. The decisions of the Economy Committee on all these remaining items will be included in Volume II of this Report.
- 20. In their meeting held on July 10 and 11, 1956, the Committee also adopted the suggestion of Dr. Panna Lal that as and when the examination of the proposals relating to a particular department or group of departments was completed by the Committee, the connected report may be submitted to the Government.
- 21. "The Economy Committee and its Sub-Committees express their gratitude towards its Secretary, Sri Bharat Narain, I. A. S., who has been immensely helpful in collecting data, making arrangements of meetings and creating a very healthy and useful link between the officers and departments concerned and the main Economy Committee and its Sub-Committees. The Committee also expresses its admiration for the work done by Sri Bharat Narain in drafting our reports and summarizing them without allowing any important point to escape the notice of the Committee. The way in which he has discharged his duties to the Committee and its Sub-Committees have earned for him all-round praise.

The Committee also expresses its gratitude and offers its thanks to Sri R. C. Chatterji, Assistant Secretary, Finance Department, who has been working with single-minded devotion for the Sub-Committees of the Economy Committee and has earned for himself great praises from Conveners of the Sub-Committees like Sri Paripurnanand Varma, Kunwar Guru Narain, Sri Siddique Hasan, I.C.S., etc.

The Committee also offers its thanks to other members of the staff of the Finance Department and the stenographers attached to various Sub-Committees who have rightly earned the praises from the Conveners of the respective Sub-Committees."

### CHAPTER II

### PUBLIC HEALTH AND MEDICAL DEPARTMENTS

#### SECTION I

# Stoppage of the annual grant to the Ranchi Mental Hospital

22. At present the Uttar Pradesh Government have to bear a part of the cost of the interprovincial Mental Hospital, Ranchi, which imposes on them a liability of over Rs.65,000 per annum on an average. In view, however, of the fact that the Ranchi Mental Hospital has been taken over by the Government of India with effect from June 1, 1954 and there are three mental hospitals in the State, there seems to be no reason why the State Government's contribution towards the cost of the Ranchi Hospital, be continued. The Economy Committee, therefore, recommend that the annual grant given by this State Government to the inter-provincial Mental Hospital, Ranchi, be stopped.

# Change in the procedure for payment for medical stores and equipment by the Central Medical Stores Depot, Lucknow and reduction of certain posts in the Depot

23. The Central Medical Stores Depot, Lucknow, makes bulk purchases and supplies medical stores and hospital equipment to the Government and Government-aided hospitals in the State. At present, the firms concerned supply the hospital equipments direct to the medical institutions after rates and specifications have been fixed by the Depot in consultation with the Director of Industries. The payments are made by the Depot, while the medical stores including life-saving drugs are purchased by the medical institutions themselves out of their allotments and only a small stock of life-saving drugs are kept in the Depot for emergent purposes. It is, however, suggested that hospital equipment should be supplied direct to medical institutions after the approval of the Director of Medical and Health Services and the cost should be paid direct to the firms by the Civil Surgeons out of their allotment for the purpose. This change in procedure would relieve the Depot of a lot of clerical and accounting work and would result in a saving of Rs.25,100 per annum on account of the reduction of certain posts, viz., one medical officer, one head clerk, three clerks, one compounder-cum-store-keeper, one packer, one orderly, one office peon and two chowkidars sanctioned for the Depot. The Committee, therefore, recommend that this procedural change should be effected as early as possible, which will result in economy. The Committee understand that Government have already considered the proposal and decided that the Depots should be so re-organized as to effect a total economy of Rs.25,000 per annum.

# Amalgamation and reduction of the provisions for Plague Preventive Measures and Prevention of Epidemics

24. In the budget of the Public Health Department, two separate provisions are made: one under the head "Plague Preventive Measures" and the other under the head "Prevention of Epidemics". There appears to be no reason why these provisions should not be amalgamated. The effect of the existence of two separate provisions is that one does not know at the first sight how much the State Government is spending on the measures to control various epidemics including Plague. From purely accounts point of view also, it is undesirable that there should be two separate heads where one could serve the purpose equally well. Besides this, the Committee are of the opinion that the amount provided under the above two sub-heads from year to year, is in excess of the actual requirements of the department for the purpose, and that a provision of Rs.5 lakhs under combined head "Prevention of Epidemics" should suffice. It is, therefore, suggested that sub-heads referred to above should be amalgamated and a total provision of Rs.5 lakhs made under the new head. This suggestion, it is understood, has already been considered and accepted by Government this year.

# Merger of Range Headquarters at Agra and Meerut and abolition of one post of Assistant Director of Public Health of Agra

25. There are four Assistant Directors of Public Health with their range headquarters at Allahabad, Meerut, Agra and Gorakhpur. Keeping in view the density of population in eastern districts of the State as also greater chances of outbreak of epidemics in those parts, it can be said that an Assistant Director each at Allahabad and Gorakhpur is reasonably required. But there is hardly any justification for keeping an Assistant Director at Agra, where the work is not enough for a separate Assistant Director. It was thought that the Assistant Director of the Meerut Range should be able to carry on the work at present done by the Assistant Director of the Agra Range, in addition to his own duties, as the incidence of epidemics in western ranges is much less than that in eastern ranges. The Committee are of the view that the post of Assistant Director of Public Health, Agra Range, should be abolished and the Agra Range merged with the Meerut Range.

# Amalgamation of the posts of Assistant Directors incharge of Hygiene Publicity and Hygiene Institute and abolition of one post of Assistant Director

26. Besides the abovementioned posts of Assistant Director of Public Health, there are two other posts of Assistant Directors of Public Health—one incharge of Hygiene Publicity and the other incharge of Hygiene Institute. The post of Assistant Director in charge Hygiene Institute was created to train doctors for the Diploma of Public Health. Since this training is not being imparted now, there appears to be no justification for retaining a separate post of an

Assistant Director incharge of the Institute exclusively. The Committee, therefore, recommend that the posts of Assistant Directors incharge of Hygiene Publicity and Hygiene Institute should be amalgamated and the Assistant Director incharge of Hygiene Institute should look after the Hygiene Publicity work of the department. The Committee understand that this recommendation has been considered and accepted by Government who have decided that the duties of the above two posts may be re-adjusted among the various officers of the Department in such a way that one of the two posts in question may be retrapphed. that one of the two posts in question may be retrenched.

# Section 2

# Creation of separate heads of departments for the Medical and Public Health Services

The question whether the Director of Medical and Health Services should continue to be incharge of both Medical and Health sides of the work was also considered. It is understood that since the amalgamation of these two charges the efficiency of the department has received a serious set back. It is believed that in the interests of greater efficiency, and possibly of economy also, it would be desirable to have a separate head of department for Public Health and another for Medical side. This can be done without involving any extra expenditure to Government, as after the creation of a separate Director of Public Health it will not be necessary to have an additional Director as at present. So far as the staff is concerned, there has been practically no change in its set-up after the amalgamation of the medical and health services and there will be no difficulty if the charges of the medical and health sides are now separated.

# Stricter watch to prevent neglect of duties and rigid control by the officers of Public Health Department over the Subordinates

28. It is generally complained that the officers of the Public Health Department do not discharge their duties in the proper manner. The Government are, therefore, requested to ask the Director of Medical and Health Services to see that none of the officers of the Public Health Department posted in districts. neglects his duties or slackens his control over his subordinates.

# Delegation of powers to appropriate authorities under the Director of Medical and Health Services

- 29. In almost all the departments, the need of delegation of more and more powers to subordinate authorities has been felt for a long time. In respect of the Medical and Public Health Departments, following suggestions for delegation of powers are made-
  - (a) the power to make appointments to the following categories of posts be delegated to appropriate authorities under the Director of Medical and Health Services as indicated below:
  - (i) Laboratory Assistants (ii) Compounders (iii) Mechanics and Mechanical Supervisors

Power to be delegated to the head of office in which the appointment may be made.

(iv) Electricians

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Power to be delegated to the District Medical Officer of Health.

- (v) Artists (vi) Sanitary Inspectors
- ted by the Director of Medical and Health Services, all powers except that of removal and dismissal from services may be delegated to the head of office in which the Government servant may be working at that time. (c) The power to grant leave to non-gazetted staff for a period not exceeding four months may be delegated to the head of office concerned. In the case of leave for a period exceeding four months or where local arrangements to fill the leave vacancy cannot

(b) In the case of the staff, which has already been appointed, or may continue to be appoin-

be made, leave may be granted by the appointing authority. (d) The power to transfer the following categories of the staff may be delegated as per details given below:

Power to be delegated **Posts** 1 2 1. Malaria Inspectors and Malaria Inspector-cum-Labora- Assistant Director, Malariology. tory Assistants. 2. B. C. G., Technicians .. Medical Officer, B. C. G., Central Office. .. Assistant Director, Maternity. 3. Health Visitors 4. Midwives Ditto ditto. Assistant Drugs Controller. 5. Drugs Inspectors Assistant Directors of Medical and Health Services of the range within their ranges. 6. Epidemic Assistant and Nursing Orderlies..

In making these transfers, the following principles should generally be observed:

- (i) Period of stay at one station should have been at least three years but not exceeding five years unless there may be reason for earlier move,
- (ii) ordinarily, transfer should not be made during school sessions, and
- (iii) near relatives in the same departments should not be posted in the same districts.

The above delegations regarding appointments and transfers should be subject to the general control of the Director of Medical and Health Services.

- 30. In regard to appeals and representations from inferior Government Servants, in respect of whom the District or the Municipal Medical Officer of Health is the appointing authority, should lie to the Assistant Director of Medical and Health Services of the range concerned. But appeals from Government servants belonging to the subordinate services, in respect of whom the power of appointment vests in an authority (including the Principal, Medical College, Agra) subordinate to the Director of Medical and Health Services should continue to lie to the Director as hitherto.
- 31. The Committee further recommend that all the suggestions for delegations of powers mentioned above should be given effect to as soon as possible to relieve the Director of Medical and Health Services of much of routine work so that he may devote greater attention to important work which is very essential for the smooth and efficient running of the department.

### **Drugs Contol Scheme**

32. The Committee have also examined the details in respect of expenditure under Drugs Control Scheme and have come to the conclusion that no economy is possible under this scheme.



#### CHAPTER III

### FOREST DEPARTMENT

#### SECTION 1

# Transfer of the administration of forests in Tarai and Bhabhar Government Estates to the Forest Department

33. The over-all expenditure on the administration of the Government Estates of Tarai and Bhabhar is much in excess of the revenue receipts from this source. The result is that a part of the revenue derived from forests is being utilized to balance the deficit. Consequently, adequate developments of forests is being hampered for want of funds caused by the diversion of the revenues of these forests towards the administration of Tarai and Bhabhar Estates. This has led to a shortage of matchwood to feed the Western India Match Factory at Bareilly. The Government of India realize excise duty of over a crore of rupees from the products of this factory from which the State Government also receive a share. It is, therefore, evident that if the factory has to go slow with its production due to short supply of matchwood, the receipts of the Government of India, and consequently of the State Government, will show a decrease. In order to ward off that eventuality, it is imperative that the revenues of forests of Tarai and Bhabhar estates be utilized for the development of these forests alone. That can best be done by making over these forests to the Forest Department, who should be entrusted with the responsibility of developing them keeping in view the requirements of matchwood of the country. As a matter of fact, the Committee understand that Government have since decided to abolish the separate organization for the management of Government Estates and to hand over the different units of administration to the respective Departments.

# Reorganization of the Forest Department

34. The Chief Conservator of Forests, Uttar Pradesh, had during his discussions with the Sub-Committee "B" of the Economy Committee, proposed that instead of five territorial circles of his department as at present there should be six circles. According to him this will not lead to any extra expenditure. On the other hand, he expects an economy of Rs.35,000 per annum by reducing the posts of three divisional forest officers and a further economy of Rs.10,000 in their travellling allowance and carriage of records in addition to an indirect saving of several thousands of rupees in development works. It is also believed that the post of the Additional Conservator of Forests, Working Plan Circle, which was sanctioned for private forests, will not be required then. The Chief Conservator of Forests, also expressed the hope that the, reorganization of his department as suggested by him will lead to better control and therefore, greater efficiency. The Economy Committee, therefore, recommend that his proposal should be implemented as early as possible.

# Transport work to be carried out on a contract basis

35. There are 27 heavy motor vehicles in the department, three of the heavy vehicles being replaceable in each year. This is obviously a large number and involves considerable expenditure to Government. The question, therefore, arose whether the transport work of the department could be done on a contract basis instead of being done departmentally. The Chief Conservator of Forests was of the view that the departmental arrangement was cheaper and the contract system will prove costlier. The Committee would, however, suggest that Government may examine the advisability of giving the transport work of the department to some contractor and thus do away with the vehicles maintained by the department for this work.

#### Section 2

# Planning in Sowing and Planting operations

36. Under the head "Forest Organization and Improvement", a provision of Rs,16,10,000 was made in the budget of the year 1955-56 for sowing and planting. This provision had been increased to Rs.18,50,000 in the year 1956-57. The total area under plantation is reported to be 5,000 acres and it is expected that the acreage will increase under the Second Five-Year Plan. The provision for this purpose is also likely to go up. While nobody would grudge this expenditure, one has to take into account some criticism that trees are planted and seeds sown by the Forest Department without a definite plan, with the result that Government have to bear heavy losses every year. The Chief Conservator of Forests stated that in the face of the difficulties inherent in the working of this scheme, the department has been able to achieve success to the extent of 80 per cent. It is, however, felt that stricter measures should be adopted to avoid losses under the scheme which should be accompanied by a careful planning with a view to ensuring that there is no waste and the sowing and planting of various trees gives cent per cent result.

# CHAPTER IV

# JUDICIAL DEPARTMENT

# SECTION 1

# Separation of the office of the Chief Electoral Officer from the Secretariat

37. The Legislative Secretary to Government also holds the post of the Chief Electoral Officer to Government. The staff attached to the office of the Chief Electoral Officer are given Secretariat scales of pay, although they have very little Secretariat functions to discharge. In the opinion of the Committee the office of the Chief Electoral Officer should be separated from the Secretariat and its staff given the pay-scales admissible to the staff of the office of a Head of the Department of a similar status.

SECTION 2

Nil.



### CHAPTER V

### HARIJAN SAHAYAK DEPARTMENT

SECTION 1

Nil.

SECTION 2

# Amalgamation of the Harijan Sahayak Department with the Social Welfare Department

38. The question of amalgamation of the Harijan Sahayak Department with the Social Welfare Department was examined by the Committee. It was felt that there was sufficient force in the proposal in-as-much as both these departments were engaged in ameliorating the present conditions of the society of which the Harijan Community constitutes an important part. The running of two parallel departments—one solely for promoting the interests of the Harijans and the other for looking after the social welfare of all other communities—appears to be unnecessary. It is argued that the existence of the Harijan Sahayak Department as a separate entity may be necessary in view of its being charged with the duty of watching whether the various schemes of Harijan Welfare are being pursued in the proper spirit at the district level. The Committee understand that at one stage, Government were themselves contemplating the amalgamation of the Harijan Sahayak Department with the Social Welfare Department, although the proposal has ultimately been dropped. The Committee are, however, strongly of the view that these two departments should be amalgamated both at the headquarters and at the district level, so that social welfare measures are taken in a concerted manner and the energy and the money spent by Government are not diffused by similar activities being carried out by more than one department.

# Direct adjustment against the Central Budget of the loans given by the Relief and Rehabilitation Department

39. In the case of loans given to local bodies, co-operative societies and displaced persons direct for rehabilitation, an advance is in the first instance made by the Government of India to the State Government and the latter then arranges to pay loans and advances to the parties concerned. The loans are accounted for in the accounts of the State Government. The result is that the incidence of irrecoverable loans, which is expected to be heavy, falls on the State Government. To avoid this onerous responsibility, it would be better if these transactions are adjusted against the Central Budget from the very beginning and the State Government act only as an agency of the Central Government. The Committee would, therefore, suggest that the State Government should take steps to transfer the State accounts of these loans to the accounts of the Government of India, and a reference in this connection may be made to them as early as possible.

# LABOUR DEPARTMENT

# Reorganization of the department on a regional basis

40. The headquarters of the Labour Commissioner is at present located at Kanpur and all the important officers of the department, viz. two Deputy Labour Commissioners, four Assistant Labour Commissioners and two Officers on Special Duty, are posted there. These officers have to go out to different and far-lying districts on tours, which involve a good deal of expenditure over their travelling allowance, besides unnecessary loss of time in making journeys, which is not conducive to efficiency of the department. With a view to providing more effective and efficient control, and ensuring greater efficiency, the Committee recommend that the department should be reorganized on a regional basis. The Committee are informed that the Labour Commissioner is prepared to spare four officers from the headquarters for such regions. A beginning may, therefore, be made with four regions each under an Assistant Labour Commissioner, who should be vested with such of the powers at present exercised by the Labour Commissioner as are considered necessary. The Committee are given to understand that no increase in the existing staff will be required consequent upon the creation of these regions.

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### CHAPTER VI

# REVENUE DEPARTMENT

#### SECTION 1

# Abolition of the organization of the Land Reforms Commissioner

- 41. When the Sub-Committee took up the Land Reforms Commissioner's organization for scrutiny, it existed as a separate organization. It was then entrusted with the following work:
  - (1) Assessment and payment of Compensation of Zamindari Abolition.
  - (2) Revenue Collection.
  - (3) Land Records.
  - (4) Takavi loans.
  - (5) Attached Estates.
  - (6) Government Estates.
  - (7) Agricultural Income-tax.
  - (8) Revenue Buildings.
  - (9) Settlement and Record operations.
  - (10) Partition and field boundaries.
  - (11) Tahsildars and Naib-Tahsildars.
  - (12) Colonization.
  - (13) Land Acquisition of the entire State.

The work mentioned at items 3 to 11 above was transferred from the Board of Revenue to the Land Reforms Commissioner three to four years ago. The work of Revenue collection devolved on the Land Reforms Commissioner in consequence of the abolition of zamindari. The other two new subjects, viz. colonization and Land Acquisition were also made over to this officer afterwards. The Committee, however, understand that the post of Land Reforms Commissioner has since been abolished and all the items of work mentioned above are now being done by the Board of Revenue. Before transfer of the work to the Board of Revenue the Land Reforms Commissioner, was assisted by five Deputy Land Reforms Commissioners' three Assistant Directors and two Assistant Land Reforms Commissioners. One of the Deputy Land Reforms Commissioners was entrusted with the accounts work, the second did the Zamindari Abolition work exclusively and the third was entrusted with Land Records, Government Estates and Tahsildars and Naib-Tahsildars, while the fourth dealt with the remaining subjects. It was felt that the Land Reforms Commissioner had a very heavy charge which had become too unwieldy for him. When the organization was originally brought into existence, Zamindari Abolition was the only work with which he was entrusted and all other work had been subsequently added. Considering the magnitude of the Zamindari Abolition work itself it was thought that this work alone was sufficient to keep an officer fully occupied; with the addition of other subjects the main duties which were originally entrusted to the Land Reforms Commissioner had not been given the attention that they deserved. The view which was expressed by the Sub-Committee in this connection was that in the interest of efficiency, the Land Reforms Commissioner, should be left only with Zamindari Abolition work and payment of compensation of zamindaris and rehabilitation grants, and all other work should be transferred to the Board of Revenue. The Committee understand that, as a result of

#### Abolition of the posts of Collection Officers

42. With regard to the justification for the continuance of the posts of Collection Officers, it has been represented that side by side with these officers, the Sub-Divisional Officers continue as before to be responsible to a considerable extent for the collection for which a separate agency of Collection Officers has been created. In the opinion of the Committee the posts of Collection Officers can be dispensed with and the entire work entrusted to Sub-Divisional Officers to enable them to exercise better supervision over the staff actually engaged in the collection work. It is, therefore, recommended that the 45 posts of Collection Officers, along with the staff attached to them, should be abolished.

# 12 Section 2

# Abolition of the separate organization under Land Reforms Commissioner for management of Government Estates

43. For the management of Government Estates, there is a separate organization under the control of the Land Reforms Commissioner. The figures of expenditure over, and receipts from, Government Estates reveal that expenditure is high as compared to receipts. The Committee, therefore, recommend that the separate organization for the management of Government Estates should be abolished and the work relating to Government Estates should be entrusted to the departments concerned, e.g. work relating to hospitals in the Government Estates should be made over to the Medical Department and so on. As a matter of fact, the Committee understand that Government have since decided to abolish the separate organization for the management of Government Estates and to hand over the different units of administration to the respective departments.



### CHAPTER VII

#### AGRICULTURE DEPARTMENT

#### SECTION 1

#### Reduction of the Usar Land Blocks

44. The Government have to incur an expenditure of over five lakhs of rupees per year on the staff and the contingent expenditure on the schemes for the reclamation of Usar and eroded land. On the Usar Farms at Dhakauni, Kathiar, Rahimabad and Rahmankhera, a further expenditure of Rs.21 lakhs has to be incurred. After examining the details of the expenditure over and receipts from these Usar Farms, the Committee have come to the conclusion that the receipts from these Usar Farms have not at all been commensurate with the huge expenditure incurred so far. Inspite of all the facilities provided, there have been heavy losses over these four farms, as will be seen from the following figures.

Year		Dhakauni Kathlar Ra					Rahimabad	Ralıman- khera		
1950-51			.,				88,529	38,365	61,015	53,903
1951-52			• •				55,660	40,577	51,140	54,800
1952-53				• •			61,154	27,254	47,257	42,817
1953-54		• •					96,416	57,976	49,392	61,683
1954-55		• •		• •			83,7 <i>5</i> 0	55,450	53,871	53,718
1955-56	• •				• •		87,532	30,756	42,038	32,111

The Committee are of the opinion that such of the Usar Farms which are showing losses to Government should be given up.

# Abolition of the posts of District Agriculture Officer

45. The existing number of District Agriculture Officers is 51 of whom 29 are non-gazetted drawing pay in the scale of Rs.200—15—350 and 22 are gazetted officers drawing their salary in the scale of Rs.250—850. The Committee have considered the necessaity for the continuance of the posts of District Agriculture Officers and are convinced that the work done by a District Agriculture Officer can be managed by an Agriculture Inspector of Group I. Such an inspector, who may be designated as District Agriculture Inspector, should be posted to district in place of District Agriculture Officer. He may, for purposes of direction and control, be attached to the District Planning Officer and the technical part of his work may be supervised by the Deputy Director of Agriculture of the range concented. In that event, there will be no need for a separate District Agriculture Office. The Committee recommend that these arrangements, which will yield an appreciable economy on account of the abolition of the posts of District Agriculture Officer, should be given effect to by Government. It should not be necessary to post more than one District Agriculature Inspector of Group I in each district.

# Re-allocation of Motor Vechicles of the Department

46. There are 74 motor vehicles in the Agriculture Department out of which 24 are light vehicles and 50 are heavy ones. On a scrutiny of the allocation of these vehicles between different offices, the Committee came to the conclusion that so many vehicles should not be necessary. For instance, there are as many as four light vehicles and three heavy vehicles in the Government Agriculture College, Kanpur, itself. At the headquarters of the department in Lucknow, there are seven light vehicles and twelve heavy vehicles. The Committee are of the opinion that motor vehicles in the department should be re-alloted suitably with a view to proper distribution and to bring down their number and consequently the cost of maintenance, upkeep and running charges.

# Reduction of the number of Experimental Farms

47. There are 21 experimental farms and 24 seed farms. The annual expenditure on the experimental farms including demonstration and multiplication farms amounts to Rs.5 lakhs, while the income from these farms was estimated at Rs.4.2 lakhs in 1954-55. The Committee gave considerable thought to the recommendation of the Sub-Committee regarding these experimental farms and felt that while Government should retain some of these Farms for carring out experiments in order to minimise the loss to the State exchequer, the number of such Farms should be reduced.

# Appointment of Regional Deputy Directors and reduction of one post of Deputy Director

48. The Committee have also examined the question whether the existing system of appointing functional Deputy Directors of Agriculture at the headquarters of the Department or that of deputing Deputy Directors to different ranges whould be more conducive to efficiency of the Department. After examining the various aspects of this question the Committee have come to the conclusion that excepting two Deputy Directors, one of whom is to be incharge of gardens and horticulture and the other to look after the work at the headquarters the remaining Deputy Directors should function on a regional basis, as in the past. The Committee are also of the view that there should be only four agricultural regions in the State, each being placed in charge of a Regional Deputy Director. There would thus be a reduction of one post out of the existing seven posts of Deputy Directors.

# Increasing the receipts from the Plant Protection Scheme

49. The Scheme of Plant Protection was introduced to organize and carry out control measures against pests and diseases, to survey pests and diseases in infected areas, training of extension and development staff in districts and to assess the damage done by pests and diseases. The only source of income under this scheme is the realization of charges from growers for control operations against pests and diseases on their fields. In the beginning, these operations were carried out free of charge and charges began to be levied from the year 1950-51 onwards. It has been found that the income which is derived from the levy of these charges is much less than the expenditure incurred over the scheme. In order to make the scheme self-sufficient the Committee recommend that Government should devise ways and means to step up income from this source.



#### **CHAPTER VIII**

# ANIMAL HUSBANDRY DEPARTMENT

#### Section 1

# Abolition of the post of Animal Husbandry Commissioner

50. The Sub-Committee had suggested that the post of Animal Husbandry Commissioner should be abolished and that part of the work done by this officer which should legitimately be the function of a Head of the Department, should be transferred to the Director of Animal Husbandry while the secretarial work done by him should be performed by the Deputy Secretary (or Under Sectetary) to Government in the Animal Husbandry Department. The Committee considered this suggestion and recommended that Government should examine the necessity of retaining this post.

# Abolition of five temporary gazetted posts of District Livestock Officers and creation of five extra non-gazetted posts of District Livestock Officers

51. The posts of District Livestock Officers were created for undertaking mass immunization of cattle. There are 14 gazetted posts of District Livestock Officers in the scale of Rs.250—850 of which eight are temporary and six are permanent. Five of the temporary posts have not been filled in so far. It has been suggested that the temporary posts, which have not so far been filled in, should be abolished. Five permanent gazetted posts of District Livestock Officers, which are attached with the Regional Deputy Directors of Animal Husbandry, are chiefly meant to look to the work of the Regional Deputy Directors when the latter are away on tour. The existing number of non-gazetted District Livestock Officers is 46 in the scale of Rs.200—350 and it has been suggested that while the number of non-gazetted District Livestock Officers should be raised from 46 to 51 so as to provide for one non-gazetted District Livestock Officer for each of the 51 districts, the number of Gazetted District Livestock Officers should be reduced from 14 to 5 i.e., one for each region to be attached to the office of the Regional Deputy Director. This is an important suggestion and in the opinion of the Committee it should be accepted by Government in the interest of economy as also efficiency of the Department.

#### SECTION 2

# Improvement of fodder situation

52. From the material that has been made available to the Committee, it is clear that the problem of animal fodder and nutrition has so far been neglected, and it is only very recently that some interest has been evinced in this direction. It has to be noted that, except for the Food Nutrition Centre, Mathura, no expenditure has been incurred to imporve the fodder position. It has also been brought to the notice of the Committee that very little co-operation has been forthcoming from the Agriculture and Forest Departments. It appears that the problem did not engage the attention of these departments to the extent desired. It need hardly be emphasized that the question of improvement of fodder situation in the State is inextricably linked with that of improvement of the condition of cattle which is so vital to a predominantly agricultural economy such as ours. In the opinion of the Committee, adequate steps should be taken to improve the fodder position with the co-operation of Agriculture and Forest Departments, which should extend all co-operation in the furtherance of the objective mentioned above.

# Fixation of the jurisdiction of the mobile units of the Hide Flaying Scheme

53. Lastly, it was suggested by the Sub-Committee that one of the three mobile units at present operating in rural areas under the Hide Flaying Scheme for training butchers in slaughter-houses may be discontinued. This recommendation was made by the Sub-Committee on the assumption that about 100 trainees, who had been trained in hide flaying, curing and carcass utilization at the Bakshi-ka-Talab Centre under the Community Project Scheme, assisted by two mobile units, should be able to cover the entire State. The Committee do not agree with this suggestion, as it is likely to have the effect of curtailing the sphere of activities of the department. The Committee would, however, suggest that the territorial jurisdiction of all the three mobile units may be clearly defined, so that all the areas of the State may be fully covered by these units and there may be no part of it which may be deprived of the services of the units.

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### CHAPTER IX

#### IRRIGATION DEPARTMENT

#### SECTION 1

# Rentention of only one post of Chief Engineer in the Department

54. Till the year 1929, there was only one Chief Engineer in the department. The second post of Chief Engineer was created when construction work on the Sarda system was taken in hand and the two posts continued till 1932-33. A third post of Chief Engineer was added with the taking up of Hydro-electric Schemes (i.e. construction of power houses and tube-wells). Two more posts of Chief Engineers were created later, although one of them is said to be purely temporary. It has been felt that there was no reasonable necessity for retaining so many posts of Chief Engineers in the department particularly when the Public Works Department and the Power Department which have no less work-load are carrying on their work with only one or two Chief Engineers. The Committee considered this matter in its various aspects and agreed with the views of the Sub-Committee that there was hardly any necessity for as many as five officers enjoying equal status and powers in a single department. It is evident that such a multiplicity of officers at the top in a department can hardly be conducive to efficiency. Not only from the point of view of economy but also of efficiency, the Committee are strongly of the view that there should be only one Chief Engineer in the Irrigation Department and the posts of the remaining Chief Engineers should not be filled up as and when the existing incumbents retire.

This recommendation whould be read in conjunction with that made in paragraph 61 under section 2 of this Chapter.

## Reduction in the number of heavy vehicles

55. The department is in possession of 496 heavy vehicles. The Sub-Committee felt that such a big fleet of vehicles can be required or fully utilized only when there are water-tight compartments in the department without any co-ordination among them. If inspection of works, survey of sites, carriage of materials and tools and plants to the sites of works is organised in a planned manner so as to prevent repeated inspections of work by the same set of officers, or different officers visiting the same site, it should not be difficult for the department to reduce the number of its heavy vehicles to about 400. The Committee accordingly recommend that the number of the aforesaid heavy vehicles should be reduced from 496 to 400.

# Reduction in the number of staff cars in the Irrigation Department

56. The Committee did not consider it necessary to make any recommendation in ragard to the reduction in the number of staff cars in the department in view of the fact that Government had already issued orders regarding withdrawal of all staff vehicles with departments or officers with effect from October 1, 1957, excluding heavy vehicles, delivery vans, ambulances etc.

#### Reduction in the inferior staff

- 57. After considering in detail the number of inferior servants attached to the various officers of the department, the Committee recommend that the following officers of the department should have such staff only to the extent indicated in the following sub-paragraphs—
  - (i) The Chief Engineer should be allowed only one Jamadar and two peons.
  - (ii) Superintending Engineers should have one Barkandaz less than those at present allowed to them.
  - (iii) Executive Engineers should have two Barkandazes less than the existing number allowed to them.
  - (vi) Assistant Engineers, who do not carry any money, should have only one Barkandaz and one peon each; others, who carry money, should be given two Barkandazes and one peon each.
  - (v) Deputy Revenue Officers and Ziledars should have one Barkandaz and one peon each.
  - (vi) Design Officer should have only one peon.

# Abolition of the post of Pump Engineer

58. During the course of discussions, it came to the notice of the Committee that the post of Pump Engineer was no longer required. The Committee, therefore, recommend that this post be abolished forthwith.

# Stricter control over designing and planning of works

59. The Committee have given some thought to the observations of the Sub-Committee that there was a good deal of wasteful expenditure in the department on account of adoption of uneconomical and technically unsound designs. On a rough basis, it is estimated that if the present designs are suitably modified, an effective saving of 20 per cent of the estimated cost of a work would accrue. In order to achieve the desired results, the Committee emphasize the imperative need for stricter control over designing and planning of works before they are actually taken up for execution by the department.

# Reduction of percentage of contingencies

60. The suggestion in regard to the lowering of the percentage of ontingencies provided for in the detailed estimates for works from 5 per cent to 1 per cent of the cost of respective works was examined by the Committee at length. The Committee understand that the State Government have already agreed to reduce the provision for cotingencies for works from 5 per cent to 3 per cent in pursuance of a suggestion made to them by the Government of India. The Committee are, however, of the view that the existing rate of 3 per cent can be reduced further in so far as the Irrigation Department is concerned. It is accordingly recommended that provision for contingencies in the estimates for irrigation works should not, as a rule, exceed two per cent of the cost of the respective works.

#### SECTION 2

# Delegation of powers of the Chief Engineer to the Superintending Engineers and appointment of a Deputy Chief Engineer if and when necessary

61. With a view to bring about smooth implementation of the first recommendation made in section 1 of this Chapter and for increasing efficiency in the transaction of official work, the Committee also recommend that as many powers of the Chief Engineer as may be possible and feasible should be delegated to the Superintending Engineers. Further, if at any time the Chief Engineer is found to be in genuine need of assistance in order to cope with his work, one Deputy Chief Engineer may be appointed from amongst the Superintending Engineers and that officer may be given a reasonable special pay over and above his grade pay for undertaking a job of greater responsibility.

# Centralization of the agency for publicity

62. The Committee also recommend that the work of publicity in the Irrigation Department should be transferred to the Information Department. The recommendation is based on the ground that the publicity of the activities of Government should be carried out by a centralized agency as is the practice obtaining in various advanced countries. The transfer of this work as recommended will not only ensure greater efficiency in the matter of publicity but will also avoid wastage in public expenditure.

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### CHAPTER X

#### POLICE DEPARTMENT

#### SECTION 1

### Disbandment of Prantiya Rakshak Dal

63. In the course of their examination of the working of the Police Department to the budget of which previously the expenditure of Prantiya Rakshak Dal used to be debited the Sub-Committee also tried to gauge the extent to which the Prantiya Rakshak Dal is lending a helping hand to the Police in the maintenance of law and order. The conclusion at which the Sub-Committee arrived was that there was no co-ordination between the activities of Prantiya Rakshak Dal and those of the Police Department and the former had outlived its utility as an independent organization. The Sub-Committee accordingly suggested that the Prantiya Rakshak Dal should be disbanded and its personnel absorbed in the Planning Department as Village Level Workers, etc. where they might have a more constructive role to play. The Economy Committee also are of the opinion that the contribution of this organization as an independent body towards the maintenance of law and order is nil and so far as the social and cultural activities are concerned, there are many institutions already in the field and the Prantiya Rakshak Dal have no distinctive role to play even in this limited sphere. On the other hand, the existence of this organization has created many problems regarding maintenance of law and order in the rural areas. The Committee, therefore, recommend that the organization of the Prantiya Rakshak Dal should be disbanded forthwith.

# Reduction in the number of Deputy Inspectors General of Police

64. The number of Deputy Inspectors General has recently gone up from 9 to 11. The reason which can be attributed to this increase in the strength is either that good officers are too ambitious to remain contented with the status of Senior Superintendent of Police or that they have to be kept satisfied with promotions. It was felt that the security problems in the Himalayan territory could be safely looked after by an officer of the rank of Senior Superintendent of Police. Similarly, the branch of special investigation of corruption could be managed by a Senior Superintendent of Police instead of a Deputy Inspector General. The Committee were also apprised of the fact that the former Home Secretary (Sri G. Mukharji, I. A. S.,) and the present Inspector General of Police had agreed to the reduction of the number of Deputy Inspectors General of Police from 11 to 9, provided that number is increased again in case of any emergency. Taking all these factors into account, and also giving due consideration to the desirability of retaining senior officers for manning the important services of the State, the Committee recommend that the number of Deputy Inspectors General of Police should be reduced to eight.

# Stoppage of publication of Police Journal "Jan Sewak"

65. The Committee also recommend that the publication of Police Journal "Jan Sewak" should be stopped as there was no necessity of every department publishing its own journal. It further recommended that the Information Department should bring out such omnibus publication which might cater to the requirements of all the Departments.

# SECTION 2

Nil

Some of the recommendations relating to the Police Department are separately under consideration and will be incorporated in the next report.

### CHAPTER XI

### **EXCISE DEPARTMENT**

#### SECTION 1

# Check against further decrease in Excise revenue

66. The Sub-Committee after examining at length the question regarding introduction or otherwise of complete prohibition in the State came to the conclusion that there should be no increase in the number of "dry" districts. The Committee not only endorse the view expressed by the Sub-Committee but would further recommend that the State Government should make it clear to the Government of India that it would not be possible for them to introduce complete prohibition in the State, particularly during the Second Five-Year Plan period, unless the Government of India agree to reimburse them of the entire loss in Excise revenue on the one hand and, on the other, the additional expenditure which will have to be incurred on the enforcement of prohibition.

# Reduction in the number of Assistant Excise Commissioners at the headquarters

67. The Committee consider that there is little justification for having as many as seven Assistant Excise Commissioners (including the Personal Assistant and the Technical officer whose status is equal to that of an Assistant Excise Commissioner) at the headquarters of the Excise Commissioner. It is accordingly recommended that the number of Assistant Excise Commissioners at the headquarters of the Excise Commissioner should at least be reduced by one and the officer thus rendered surplus should be absorbed in some other capacity by displacing a member of temporary staff in the chain of arrangements.

# Abolition of the posts of Prohibition and Publicity Officers and their staff and transfer of their work to Social Welfare Department

68. The Sub-Committee had observed that the work of the Publicity officers of the Excise Department was confined to the field of those communities which were largely given to drinking and that there had been no decrease in the number of liquor-shops, etc., in the wet districts inspite of the publicity. It has been indicated that the administrative department concerned had no objection to the transfer of the control or the Publicity officers to the Social Welfare Department. They had accordingly suggested examination of the question of transferring the Publicity officers and their staff to the Social Welfare Department. The Economy Committee after examining this suggestion in detail, however, recommend that the posts of Prohibition and Publicity officers, and the Staff attached to them should be abolished and the work done by them should be transferred to the Social Welfare Department, which should be made responsible to do the required publicity for prohibition and temperance with the existing staff at their disposal.

### SECTION 2

# Conversion of temporary posts in the Excise Department into permanent ones

69. In order to eradicate corruption and also to prevent leakage of Excise revenue as also to infuse a sense of security in the temporary staff, the Committee recommend that necessary steps should be taken to make the temporary staff serving in the department for more than five years permanent. The Committee also recommend that no further addition to the number of existing posts should be made.

### CHAPTER XII

#### JAIL DEPARTMENT

### SECTION 1

### Economy in Jail administration

70. In order to suggest economies in Jail administration, there are two main factors, which require consideration. One of the factors is the question of reduction of jail population and the other is the question of increasing the receipts of the department by fully utilizing the man-power lying idle in jails. In regard to the question of reduction of jail population, the Committee made the following recommendations:

### Introduction of the Intensive Probation Scheme in the State

(i) It is necessary that the intensive probation scheme which has very recently been launched by the State Government in certain districts should be introduced in the whole of the State. In this connexion, the Committee welcome the appointment of an Additional Deputy Inspector General of Prisons and recommend that this officer should look after Intensive Probation Scheme, implementation of Children's Act, etc.

# Replacement of short-term imprisonment by imposing suitable fines

(ii) The existing system of short-term imprisonments should be given up and suitable fines be imposed instead. The short-term prisoners constitute a major portion of the jail population and on their maintenance Government have to incur a huge expenditure. The Committee feel that if this recommendation alone is implemented, there will be an economy in the expenditure of Jail Department to the extent of Rs.25 to 30 lakhs per annum.

# Quick disposal of cases of undertrial prisoners

(iii) There should be quick disposal of cases in order to relieve pressure of undertial prisoners who constitute 70 per cent of the Jail population.

# Opening of more open-air prison camps

- (iv) There should be more open-air prison camps, which would reduce the expenditure incurred on the feeding of prisoners because the cost of their maintenance would be deducted from the wages of convict labour.
- (v) Necessary steps should be taken to secure large number of premature conditional releases under the Probation Act.

The Committee feel that, on a modest estimate, the implementation of the above recommendations will result in a saving of Rs.35 lakhs to Government every year.

71. The second aspect of increasing the receipts of the department by utilizing the manpower lying idle by gainfully employing them in jails has been dealt with separately in the Chapter regarding State Commercial undertakings.

# SECTION 2

### Reorganization of the Jail administration

72. The Committee are of the opinion that the whole system of jail administration should be reorganized with a view to utilizing the man-power of jail population to the maximum extent and in conformity with the modern notions of rehabilitation of prisoners. The jails should be made paying concerns and the present burden on tax-payer should be minimized by taking bold steps in this direction. The object aimed at should not only be the gainful employment of prisoners but also their adequate training in such vocations as may help them after their release in earning their livelihood and their absorption in the society. The prison administration should help a prisoner in reconstructing and remodelling himself and his incarceration should not devitalize him by depriving him of the elements which are necessary in leading a social life. The Committee, therefore, recommend that side by side with the gainful employment of prisoners, they should be encouraged to develop their personality and acquire training in some useful vocation or trade.

# Improvement in the system of audit and accounts in jails

73. The Committee find that there is room for substantial improvements in the existing system of audit and accounts in jails. It is, therefore, suggested that immediate steps should be taken in this direction.

# Creation of a separate post of Accounts Officer for jail accounts

74. The Committee also recommend that there should be a separate Accounts Officer attached to the Director of Jail Industries to look after the accounts of the Industries Section of the Department.

# CHAPTER XIII

# **ECONOMICS AND STATISTICS DEPARTMENT**

#### Section 1

# Publication of the bulletin of the Economics and Statistics Department quarterly instead of monthly

75. This department publishes a monthly bulletin containing wholesale prices of various commodities both industrial and agricultural indices of imports and exports from Uttar Pradesh, etc., some of the figures for the purpose are obtained from the departments who have got their own statistical sections. As the figures and data supplied by other departments are published by the Economics and Statistics Department after some time, there is a time lag on account of which the practical utility of the data is nearly lost by the time the bulletin is published. Besides, the above mentioned data are generally published by the departments concerned in their own bulletins. These two factors render the bulletin of the Economics and Statistics Department not so useful as it ought to be. It has, therefore, been suggested that there is no need to publish a bulletin containing old statistics, and that in any case, there is no justification for printing so many copies of the bulletin when there is little demand for them from the departments of Government. It is thus a wasteful practice to distribute these bulletins to those who cannot put it to any use. In view of all these considerations, the Committee feel that while there is no justification for printing a large number of copies of the bulletin, the work of collection of statistics and their publication is however, quite important and that it cannot be given up totally. Considering the nature of the Statistical data published in the bulletin and its utility in the day to day needs of Government, the Committee think that this bulletin should be published in a more comprehensive form.

# Merger of the statistical sections of different departments with the Economics and Statistics Department

76. As mentioned earlier, there are many departments which have got their own statistical sections and which publish their own statistical data from time to time. Apart from a complete lack of co-ordination among the different departments engaged in the collection of statistics in their own spheres, there is overlapping of functions to a large extent in as much as the data published by departments, such as, Labour, Agriculture, Transport, Irrigation etc., are again re-published in the bulletin of the Economics and Statistics Department. In the view of the Committee, therefore, the utility of the Economics and Statistics Department was limited to the extent statistical sections in different departments functioned in relation to their own departments. For instance, if one required the Economics and Statistics Department to furnish certain data relating to the Agriculture Department it could not do so without consulting the statistical sections attached to the various departments should be amalgamated with the Economics and Statistics Department.

# Elimination of out-of-date statistics and price figures from the bulletins of the Economics and Statistics Department and the replacement of the existing system of weekly surveys for collection of rural statistics by annual random surveys of the rural prices and seasonal surveys of rural income.

77. The Committee accept the view of the Sub-Committee that there is need for a complete overhauling of the present system of publication of the monthly bulletins of the Economics and Statistics Department with a view to eliminating the publication of out-of-date statistics and late price figures. The Committee further endorse the recommendation of the Sub-Committee that the system of surveys for the collection of rural statistics should be given up in favour of a system involving surveys intercepted by longer periods than at present. The existing system of weekly surveys involves a considerable waste of time and money, because the conditions prevailing in villages do not change frequently and for that matter, within a week's time. The Committee are therefore, of the opinion that instead of week-to-week surveys for collecting statistics of rural prices and income annual random surveys for the rural prices and seasonal surveys in the case of rural income, may be carried out. This will save some expenditure on account of travelling allowance and other expenses of the inspectors of the Economics and Statistics Department.

# Retrenchment of one post of Assistant Director

78. There are two Assistant Directors in the Economics and Statistics Department who do all the administrative work of the department although one of them is also incharge of the family budget section in addition to his other administrative duties. Both of them are expected to visit one centre at least once in three months, but in actual practice this is not possible. In other words, these officers are mostly confined to the desk-work only. The work at the headquarters hardly justifies the retention of two Assistant Directors. The Committee are unable to see the necessity for these two officers and would, therefore, recommend that the Department should manage with one Assistant Director so long as the integration of statistical sections of various departments with the Economics and Statistics Department does not take place. Moreover, with the introduction of the system of periodical random surveys instead of the existing weekly surveys by Inspectors, much of the work of the department will also be reduced.

# Reduction of the pay scale of Assistant Director

79. It will not be out of place to mention here that the nature of the duties performed by Assistant Directors is such as can be performed by a person without any technical training. The Committee, therefore, recommend that the pay-scale of the post of Assistant Director, which is not a technical post, may be reduced from Rs.250—850 to Rs.200—650.

### Abolition of the special pays attached to the posts of Statistician and Additional Statistician

80. The post of Statistician, in this department, is held by a person, who was drawing a pay of Rs.60 only in 1939 in the Industries Department when he was transferred from Industries to Economics and Statistics Department in 1939. He is now drawing the maximum in the pay scale of Rs.250—850 plus Rs.250 as special pay, and is regarded as a technical expert. His subordinate, the acting Additional Statistician is much more qualified and possesses the foreign degree of Doctorate in statistics and he draws a pay of only Rs.580 including the special pay of Rs.150. This is an anomalous position and needs to be remedied. In the interest of efficiency of the department as also from the point of economy, therefore, the Committee recommend that the special pays of the Statistician and the acting Additional Statistician should be discontinued and if considered necessary, two increments may be allowed to the acting Additional Statistician, who is more qualified.

#### Abolition of the existing system of making short-term appointments in the department

81. The department appoints extra temporary hands for short term to cope with the additional work. The Committee consider that such appointment should not be made and the existing staff of the department should be required to undertake the additional work which is of an occasional nature. After the adoption of the system of periodical random surveys, the Inspectors will get further relief in work and they will be able to take up more work of the department.

# Continuance of the Government of India's contribution towards the expenditure on collection of industrial statistics on their behalf

82. The whole work of industrial statistics is done for the benefit of the Government of India which used to share 50% of the expenses previously. This contribution has since been stopped. The statistics relating to Labour, Agriculture, Planning and rural income collected by the Department are also utilized by the Government of India. The Committee do not feel quite happly about the stoppage of the Central Government's contribution. They are of the view that when the Economics and Statistics Department of this State has to incur expenditure over the collection of statistics used by the Government of India, the latter should in all fairness, be asked to bear half the expenditure and that a reference in this regard should be made to them immediately.

#### SECTION 2

### Employment of local men for the collection of rural statistics

83. The question regarding the type of personnel required for the collection of rural statistics was also considered. It was felt that the highly qualified Inspectors of the Economics and Statistics Department are not required for this sort of job, a local man, with much lower academic qualifications should be able to do the job quite statisfactorily. As to the question whether local men on the pay scale of Rs. 75—150 would be able to do the job and whether any increase in the existing pay scale (viz. Rs. 200—450) of Inspectors is required, the Committee recommend that the Reorganization Commissioner may be requested to look into this matter.

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# **CHAPTER XIV**

### PANCHAYATIRAJ DEPARTMENT

### SECTION 1

### Abolition of the posts of Panchayat Inspectors

84. The Committee recommended that Naib-Tahsildars should be required to function as Panchayat Inspectors in addition to their own duties. This will enable them to establish a direct contact with Gaon Sabhapatis and their relationship will develop to the advantage of the Revenue Department. The Committee are of the opinion that the Naib-Tahsildars can take up this work without any increase in their cadre and at the same time the posts of Panchayat Inspectors can be abolished.

# Abolition of the posts of District Panchayat Officers and Assistant Panchayat Officers

85. The Committee further recommended that the posts of Assistant Panchayat Officers and District Panchayat Officers may be abolished and their work entrusted to Sub-Divisional Officers. It is felt that with the Naib-Tahsildars working also as Panchayat Inspectors, the Sub-Divisional Officers will be able to perform these additional duties without any difficulty.

SECTION 2

Nii



#### CHAPTER XV

- 86. The working of the following commercial undertakings, among others, of the State Government were scrutinized at length by the Sub-Committee with Sri Paripurnanand Varma as the Convener:
  - (1) Government Precision Instruments Factory, Lucknow.
  - (2) Publication Bureau, Lucknow.
  - (3) Jail Depot, Lucknow.
  - (4) Jail Industries in Uttar Pradesh.
  - (5) Government U. P. Handicrafts, Lucknow.

The following paragraphs contain the recommendations of the Committee in respect of the commercial undertakings mentioned above. The Committee's recommendations on some of the other commercial undertakings of the State Government will be included in the Second Report.

# GOVERNMENT PRECISION INSTRUMENTS FACTORY, LUCKNOW

#### SECTION 1

# Offer of suitable pay for the Assistant Engineers of the factory, after giving them proper training

87. The Committee are in full agreement with the suggestion that the Assistant Engineers in the Factory should be offered a suitable pay in the scale of Rs.250—850 per month, after giving them proper training, so that further retention of the foreign hand as Workshop Incharge at the fixed pay of Rs.1,300 per month may not be necessary.

# Avoidance of purchase of unnecessary machinery

88. The Committee also recommend that pruchase of unnecessary machinery that are likely to be lying idle should be avoided; and whatever idle machinery has already been purchased should be disposed of without delay.

#### SECTION 2

# Incharge of production of water-meters

89. In order to meet the heavy demands of water-meters, the Committee recommend that the annual production capacity of the meters should be increased.

# Lower cost of production of water-meters and microscopes

90. The Committee are also of the opinion that in order to make the sale price of water-meters and the microscopes more attractive, their cost of production should be lowered. They, however, feel that the components of the meters and microscopes should be sold at a higher price than at present just as the foreign firms do.

# Write off of past losses and avoidance of likely furture losses

91. It has been brought to the notice of the Committee that Government have suffered a net loss of Rs.9,38,288 in the working of the Factory up to March 31, 1956. The Committee accordingly recommend that the question of write off of the past losses as also that of taking suitable measures for preventing likely furture losses should be settled as early as possible. At the same time, they recommend that the system of accounting in the Factory should be on the lines of private commercial undertakings.

# PUBLICATIONS BUREAU, LUCKNOW

# SECTION 1

# Avoidance of losses sustained by the Bureau

92. Form the figures of receipts and expenditure in respect of the Bureau for the four years 1951-52 to 1954-55, it is revealed that Government sustained a loss of over rupees nine lakks up to that year. In the opinion of the Committee, this is an alarming state of affairs, and steps should be taken to minimize the losses in the future.

# Recovery of outstanding charges

93. The Committee are given to understand that there is a heavy list of outstanding charges amounting to Rs.11,91,406 up to the year 1954-55, which has to be realized as arrears of subscriptions of the publication "Uttar Pradesh Panchayat Rajya". These outstanding charges should be recovered by presistent drives from the Headquarters of Government and free list of publications entirely cancelled.

# Section 2

# Finalization of the Account Rules, Proforma Account and Profit and Loss Account of the Bureau

94. It has been brought to the notice of the Committee that neither the Account Rules for the Bureau nor the Pro forma Account and the Proit and Loss Account, have so far been finalized. In order to assess exactly the position of loss or gain to the Bureau in any year, the Committee feel that the Account Rules for the Bureau as well as the Proforma Account and Profit and Loss Account should be finally approved by Government as early as possible.

# The Bureau to be run as a "business concern"

95. The Committee understand that the Bureau is not being run or looked after as a business concern. Its publications are neither attractive nor useful to cater to the requirements of the people. The Committee strongly recommend that the Bureau should run purely as a "Business Concern".

### Careful planning of publication

96. The Committee also recommend that further publications should be made by the Bureau by careful planning.

# JAIL DEPOT, LUCKNOW

#### SECTION 1

# Abolition of the Jail Depot at Lucknow

97. The Committee have examined the various recommendations and suggestions made by the Sub-Committee in respect of the Jail Depot, Lucknow. They agree with the views of the Sub-Committee that the Jail Depot is an unprofitable concern and taking into account the uneconomic character of the Depot, it is unwise to spend money on such an organization. The Committee, therefore, recommend that the Jail Depot should be abolished and all its exhibits placed in the show-room of the U. P. Handicrafts, Lucknow, for sale to the public.

SECTION 2

Nil

#### JAIL INDUSTRIES IN U. P.

#### SECTION 1

# Purchase of foodgrains for prisons through Regional Food Controller concerned

98. The Economy Committee endorse the recommendation of the Sub-Committee that in order to effect economy, foodgrains required for the prisons should be purchased through the Regional Food Controller of the region concerned.

### SECTION 2

# Reorganization of Jail Industries

99. It was found by actual visits to certain jails that the jail industries are disorganized and disjointed and most of them are either wasteful or uneconomic. The question of reorganization of jail industries has, therefore, to be given special attention with a view to putting them on a self-sufficient footing and thereafter developing them into paying concerns. The Economy Committee have also given some thought to the problem and have arrived at the following conclusions:

### Incentive to prisoners to work

(i) There should be separation of the industrial activity from the administrative activity of the jail administration. In this connexion it has been pointed out that as there is no initiative or impetus given to the workers in prisons they do not take to the industrial activities seriously. The prisoners have no attraction to work in jail factories because they are not paid any wages except in the solitary case of the Model Prison, Lucknow, and the provisions for remissions for good work are also not as liberal as they should have been. In the opinion of the Committee if the jail industry is to develop, it is necessary, that decentralization should be made effective at once by giving more initiative to the Superintendents of the Prisons and also by extending their powers for giving remission to the good industrial workers on the basis of their actual out-turn.

# Cost of raw materials at the prevailing market rate

(ii) The cost of the raw materials required in jail industries should not be more than the market price. The yarns and dyes too should not be superior in quality to the prevalent market and the variety used in indigenous produc s centres.

Appointment of a high-powered Purchasing Committee for purchasing raw materials

(iii) There should be a high-powered Purchasing Committee for the purchase of raw materials required for jail industries in order to avoid dislocation of industrial activities in the jail prisons; one single Officer in the Department should not be entrusted with the purchase work.

# Reorganization of the machinery for carrying out sale of jail products

(iv) The Committee recognize that the present machinery for carrying out sale of jail products is defective. It should be reorganized. The prisons should also be allowed to have their separate shops or even wholesale agencies

#### Other recommendations of the Committee

- (v) Electric power should be supplied to the Industrial section in the prisons, which should be encouraged to use power for production purposes.
- (vi) The choice of paying wages and fixing of wages should be left to the Superintendent of Prisons.
- (vii) Labour-saving devices should be introduced in the prison factories.
- (viii) All purchases from prisons should be on cash basis.
- (ix) Bonus or special pay should be allowed only to the deserving staff of the prison engaged in the manufacture and sale of prison articles.
- (x) Agricultural production in jails should be reduced, as far as possible, as it is not proving economical.

# GOVERNMENT U.P. HANDICRAFTS, LUCKNOW

#### SECTION 1

# Amalgamation of the U. P. Handicrafts and the Handloom Production Divisions in the Directorate of Industries

100. The Economy Committee feel that there is no need to maintain separate "divisions" of U. P. Handicrafts and Handloom Production because there is only one institution for marketing the goods of both the divisions. The Committee, therefore, recommend that these two divisions should be amalgamated in the Directorate of Industries. The proposed amalgamation will be not only economical but would also increase the efficiency of the Handicrafts.

# Abolition of the post of Deputy Director of Industries incharge of U. P. Handicrafts work and certain other ministerial posts

101. In the opinion of the Committee, the post of Deputy Director of Industries incharge of the Handicrafts work is superfluous and the work can very well be supervised by the whole-time Special Manager and the Joint Director of Industries incharge of Handicrafts work. The Committee recommend that the said post should be abolished forthwith. In this connexion, the Committee also suggest the abolition of other ministerial posts, viz. Superintendent (General), Publicity Inspector and Sample Assistant in Sales and Agency Section.

### Economy in the expenditure on Travelling Allowance and Bonus, etc.

102. The Committee are of the view that expenditure on travelling and other allowances in the U. P. Handicrafts is heavy and needs to be curtailed. There is also no justification for paying any bonus etc. in the shape of honoraria to the staff, as the Handicrafts are running at a loss.

#### Economy in contingent expenditure

103. The provision made for "Miscellaneous Contingencies", viz., Rs.13,000 per year is too much, in the opinion of the Committee. It should be brought down to Rs.4,000 per annum.

# Stock position and reduction therein

104. The Committee recommended that large stocks in the various branches and in main stores of Handloom and Artware products of the U. P. Handicrafts should not be allowed to accumulate and must be cleared off after quarterly reviews by the Special Manager and that a limit of the maximum value of stock to remain in branches and in main stores should be prescribed, so as to avoid accumulation and consequential damage, write-off and loss due to various causes.

# Economy in expenditure on trucks, repairs and telephone, etc.

105. There are two trucks, one for publicity and the other for transport. Expenditure over their maintenance and running charges as also the expenditure over repairs, telephones, etc. is provided on a lavish scale. The provision for these services should, in the opinion of the Committee, be reduced by Rs.2,000.

# Economy in expenditure on exhibitions, melas, etc.

106. A sizeable portion of the Handicraft budget is spent over arranging tor its participation in various exhibitions all over the country with the result that there is invariably a heavy monetary loss due to the participation of the Handicrafts in such exhibitions. The Committee feel that such wasteful expenditure can be curtailed as it is not necessary for the Handicrafts to participate in each and every exhibition irrespective of the fact whether it will be worthwhile or not. The need of the hour is to curtail expenditure on this item in conformity with the basic object of the organization. Quite often the Handicrafts participate in exhibitions in other States also; one way to avoid expenditure in this regard can be to make mutual arrangements with the Handicrafts Organization of those States, if any, to allow the products of the U. P. Handicrafts a portion of their stall and arrange for its display by their own staff.

# Amalgamation of the U. P. Jail Depot with the U. P. Handicrafts

107. Earlier, in this Chapter, the Committee have already recommended the amalgamation of the U. P. Jail Depot with the U. P. Handicrafts. This will result in an economy of about Rs.10,000 per annum.

#### SECTION 2

# Revision in present costing system

108. The Committee are of the opinion that the present system of costing of goods at the U. P. Handicrafts both Artware and Textile should be revised so as to bring the price structure to the level of the prevailing market prices.

# Reorganized agency for advertisement of Handicrafts products in foreign countries

109. The Committee have further to recommend that the U. P. Handicrafts products should be properly advertised in foreign countries through a reorganized agency.



# CHAPTER XVI SECRETARIAT ADMINISTRATION DEPARTMENT

#### SECTION 1

# Revision of the scales of pay of the staff in the offices of those Heads of Departments who are also functioning as Secretaries to Government

110. The Committee found that in the offices of those Heads of Departments where Secretariat scales of pay have been allowed, the staff working at present fall in two categories, viz. (i) those who have a lien in the Secretariat and have been deputed to the office of the Head of the Department; (ii) those who have been recruited directly, either temporarily or on a permanent basis. The Committee are of the view that the staff falling in the first category should be reverted to the Secretariat and they should be replaced by staff in the lower scales applicable to offices of Heads of Departments, whereas future recruitment against the permanent posts falling in the second category should also be in the lower scales, the higher scales being allowed to the permanent incumbents as personal to them for so long as they do not retire from service. If the temporary incumbents in the higher scale falling in the second category can be absorbed against equivalent posts in the Secretariat, the resultant vacancies should also be filled by making recruitment in the lower scales.

#### Reduction in the number of Assistant Secretaries

111. The Sub-Committee viewed with some concern the considerable increase in the number of Assistant Secretaries since 1942 and were of the opinion that the appointment of Assistant Secretaries, which proves to be more expensive, should be resisted and that there should be some criterion for judging the necessity of a post of Assistant Secretary in all the branches. The Sub-Committee further suggested that if and when there was sufficient increase in work, the number of Under Secretaries, who are imported from outside and who could do more responsible nature of work with lesser pay than most of the Assistant Secretaries, should be increased instead of the posts of Assistant Secretaries. It was thought that in this way efficiency could be increased and economy in expenditure could also be achieved. The Committee are, however, of the opinion that the entire question should be referred to the Reorganization Commissioner for thorough examinatoin and for submitting his recommendations to the Government.

#### SECTION 2

# Sixty-six per cent of the temporary posts in the Secretariat departments should be made permanent

112. The question of confirmation of temporary staff in the Secretariat also figured in the discussion of the Committee. It was felt that the continuance of a large number of temporary posts for as long as 10 or 15 years was definitely against the interest of efficiency, as it was thought that the element of uncertainty about the security of tenure took away much of the initiative and the urge to put one's best in Government service. To remedy this state of affairs, it was suggested that in permanent departments at least 66 per cent or two-thirds of the total number of temporary posts should be made permanent. In this connexion the Committee endorse the recommendations of the Disciplinary Proceedings Inquiry Committee. As a matter o fact, Government have already accepted the recommendations of the Disciplinary Proceedings Inquiry Committee about making the temporary staff permanent in pursuance of which a large number of temporary posts has since been converted into permanent ones.

#### CHAPTER XVII

# TRANSPORT DEPARTMENT

#### SECTION 1

### Removal of disparity in the strength of staff in the various regions

113. The Sub-Committee had observed that there was no uniformity in the proportion between the workload and the staff employed in the different regions under the Transport Department. The Committee accordingly recommend that the existing disparity in the strength of staff in different regions should be removed and the Transport Commissioner should be asked to keep the overhead charges in different regions particularly on account of salaries of roadways staff as far as possible below the maximum limit already prescribed by the Transport Commissioner himself in 1948. Besides, in the opinion of the Committee, the mela drivers in the Meerut Region should be engaged for the duration of mela only.

### Reduction in the dead and departmental mileage

114. The Committee are of the view that it should be the prime concern of the Department to reduce the dead and departmental mileage to the minimum. While during the five years commencing from 1948-49 the earning mileage has increased only by 5 per cent, the increase in the dead and departmental mileage during the same period has been as much as 50 per cent. Consequently they recommend that the dead and departmental mileage should be reduced by at least three lakh miles.

# Curtailment of transactions under "Suspense Accounts"

115. The original limit for transactions under the "Suspense Account" pertaining to the purchase of stock of spare parts, etc. which was fixed at Rs.15 lakhs before the year 1949-50 has been steadily increasing in the subsequent years. Now it stands at Rs.115 lakhs. It appears that the need for raising this limit arose frequently either because of non-realization or belated realization of value of the supplies made from the stock to other departments or because of unserviceability of the parts which rendered them out of demand whereby the stock went on accumulating from year to year. Therefore, in order to ensure that the public money does not remain locked up unnecessarily, it was suggested by the Sub-Committee that the net result of transactions under the head "Suspense" in any year should not exceed a debit of Rs.8 lakhs, and a more efficient system of raising credits and making realizations from other departments for the parts supplied to them should be introduced. The Committee agree that the limit for transactions under the head "Suspense" needs to be reviewed and reduced as far as possible after a detailed examination of the position by an expert agency, if necessary.

# Abolition of the post of Deputy Transport Commissioner (Technical)

116. The Sub-Committee have expressed the view that the expenditure on the Technical section at the headquarters of the Transport Commissioner was capable of reduction by about 25 per cent if the establishment of that section could be transferred to Workshops where better technical talent was required, and also if the surplus staff was retrenched. The Committee not only accept the above suggestion of the Sub-Committee but also recommend that the post of Deputy Transport Commissioner (Technical) together with his staff at the headquarters should be abolished. The Committee further recommend that the post of Deputy Transport Commissioner (Workshop) should be amalgamated with the Central Workshop at Kanpur.

# Abolition of the Automobile Technical Training Scheme

117. Since the Industries Department and several private institutions in the State are already imparting technical training about automobiles, in the opinion of the Committee the Automobile Technical Training Scheme run by the Transport Department is not necessary and it should be wound up.

# Reduction in the strength of Assistant General Managers

118. In order to curtail the working expenses of the commercial side of the Transport Department, the Sub-Committee had suggested withdrawal of the posts of Assistant General Managers from the stations having an income of less than Rs.1,000 per day. After examining this suggestion closely, the Committee recommend that seven posts of Assistant General Managers, that is, one in each of the seven regions where there is a General Manager, should be abolished

# Decrease in expenditure on spare-parts

119. In the course of scrutiny of the expenditure on Government Bus Service, the Sub-Committee were of the view that the provision of Rs.73,80,000 for spare-parts was too much on the high side in view particularly of the fact that the Government Bus Service operates only on 317 routes in all. It was accordingly considered that a more thorough checking of the genuineness of the requisitions for spare-parts would adequately lower the demands for spare-parts thereby leading to a sizeable saving in the connnected expenditure. To begin with, an economy of the order of Rs.3 lakhs under this head was envisaged. The Committee are in ocmplete agreement with the principle underlying this suggestion and recommend that the provision for annual expenditure on spare-parts in this department should be reduced to Rs.50 lakhs only.

# Observance of economy in expenditure on spare-parts, repairs and renewals

120. From the break-up of the provision for spare-parts, repairs and renewals, etc. under "Contract contingencies" in the Roadways budget, the Sub-Committee had observed that there was an appreciable provision for "repairs and renewals" which was in addition to separate provision made elsewhere in the Transport budget for an identical item of expenditure. In the view of the Sub-Committee inclusion of provision at two places for an identical item of expenditure was not justified. The Transport Commissioner explained that the two sets of provisions for repairs and renewals in the Transport budget were meant for two different places—one for carrying out major repairs and renewals at Kanpur, and the other for minor repairs and renewals at Lucknow. The Committee, however, did not consider the above explanation to be quite satisfactory and consequently recommend that the two sets of provisions should be amalga mated and maximum possible economy should be observed in the expenditure on squre-parts, repairs and renewals.

SECTION 2

Nil.



# CHAPTER XVIII

#### PRINTING AND STATIONERY

#### SECTION 1

# Printing of Secretariat files

121. The Economy Committee accept the suggestions that the matter of the files now printed could be substantially curtailed by omitting irrelevant material and that the expenditure on this account could be cut down further by printing the matter on both sides of the leaves.

# Avoidance of rush work

122. The Sub-Committee had observed that printing of departmental reports, brochures etc. is generally taken up late in the financial year during the budget session when there is a great rush of work at the Press, and the press is allowed very little time to do such work. Consequently, considerable overtime wages have to be paid to complete such work in time. This rush work is mainly due to defective planning and the desire to include in the report, etc. the latest material. As it is not possible to include information pertaining to the period up to 31st March, it had been suggested by the Sub-Committee that information for the period up to 31st December only should be incorporated in such reports etc. The Committee recommend that utmost economy should be effected in the printing of departmental reports published during the budget session and that rush of work of all kinds should be avoided not only during the budget session but all the year round so as to economize expenditure on payment of overtime to the press workers.

# Use of economy slips on envelopes to be made properly

123. It was observed by the Sub-Committee that the slips with which envelopes were to be closed were in most cases pasted completely on the envelopes. The Committee accordingly recommend that the economy slips on envelopes should be pasted properly so that the envelopes have not to be torn.

# Early returns of proofs to the press

124. The Sub-Committee had come across cases where certain departments took one and a half to three years to return the proofs to the press. Thus the type had to be kept standing and some composing had to be done again to carry out the corrections. Such dealys result in loss to Government. The Committee accordingly recommend that all departments should be asked to ensure that the proofs received by them from the press are not detained unnecessarily.

# Printing work done by Government Press to be charged against the department concerned

125. In order to inculcate the habit of economizing expenditure on printing of departmental work, the Sub-Committee had suggested that all printing work done by Government Press should be charged against the department concerned. The Committee agree with this suggestion and commend it to Government.

# The number of forms of D. O. letters and envelopes to be curtailed

126. The Sub-Committee have suggested that in spite of the reduction already made in the number of forms of D. O. letters and envelopes there is still scope for further reduction therein. They had accordingly suggested that their existing number could be reduced to three only. The Committee, therefore, recommend that the number of these forms should be reduced.

# Adherence to the prescribed specifications by the departments

127. The Sub-Committee had noticed that in case of certain publications the sizes of the magazines were fixed, but the departments concerned often departed from such specifications. The Committee, therefore, recommend that the departments publishing their own magazines should stick to the specifications prescribed.

# SECTION 2

# Provision of reasonable accommodation for the press

128. The inadequacy of building accommodation in the Government Press was also brought to the notice of the Sub-Committee who have suggested that reasonable accommodation should be provided for the Press for the sake of removing congestion. The Committee agree with this suggestion and commend it to the Government for adoption.

### CHAPTER XIX

#### INFORMATION DEPARTMENT

#### Section 1

# Separation of work of the Information Department from the Information Directorate

129. The Committee have carefully considered the question regarding the separation or otherwise of the Information Department from the Information Directorate. They are of the opinion that as the main work done in one of the combined organization in the present set up consists of reporting information, bulletin publicity in journals, all of which are highly important, it is necessary that the organization should be relieved of the Secretariat part of the work. It is, therefore, recommended that the work of the Information Department should be separated from that of the Information Directorate.

If the above view finds favour with the Government then at the Secretariat level there need be only a Secretary, who need not be whole-time, and who may be assisted by a skeleton Secretariat staff consisting of a Superintendent and Clerks. The strength of the staff of the department at the Secretariat level will have to be determined in the light of references made and in consultation with the Information Secretary. The Committee do not envisage the necessity of employing any extra staff in this connection.

# The ministerial staff in the Information Department should be given the pay-scales allowed to the staff it the offices of the Heads of Departments

130. It has been suggested to the Committee that the nature of work in Information Department is such that the department has got to be an integral part of the Secretariat, as otherwise there is likelihood of delay in the issue of publications on important Governmental activities. The Committee are unable to agree with this view or with the view that the duties of the Information Directorate staff are not less strenuous than the duties of the Secretariat staff. The Committee are, therefore, of the view that the present ministerial staff in the Information Department/Information Directorate, barring the skeleton staff which may be placed at the Secretariat level should get the scales of pay prescribed for corresponding posts in the offices of Heads of Departments. Men belonging to the permanent cadre of the Secretariat in the office of the Director of Information should, however, continue to draw their secretariat rate of pay till such time as they revert back to the Secretariat. This pay should, however, be personal to them and should not be given to their successors.

# Integration of the publicity sections of other departments and their merger in the Information Department

131. The question of merger of the publicity sections attached to certain departments with the Information Department also figured in the discussions of the Committee. After a careful consideration of the question, the Committee decided that except for the publicity sections functioning in the Labour, Co-operative and Harijan Sahayak Departments, the publicity sections in the remaining nine departments, viz., Police, Education, Excise, Public Health, Irrigation, Animal Husbandry, Food and Civil Supplies, Panchayat Raj and Transport Departments should be integrated and merged with the Information Department. The transfer of the Publicity Section of the Agriculture Department was strongly opposed by the administrative department and hence its merger with Information Department was dropped and not included in Sub-Committee's Report. The Committee consider that the publicity by the departments which do not specialize in the subject is objectionable from many points of view. An appreciable portion of the staff to be merged in the aforementioned departments will, it is expected, become superfluous. In its place one or two technical units may have to be added to the Information Department.

#### Section 2

# The Information personnel at the District level to be a part of the Integrated development set-up

132. The Committee feel that the personnel of the Information Department at the district level should be a part of the integrated set-up of the Development Department. The District Information Officer should be a member of the Development Department team at the district level working under the guidance of the District Magistrate, like the district level officer of any other integrated department.

# CHAPTER XX

#### **EDUCATION DEPARTMENT**

SECTION 1

#### Abolition of Government Higher Secondary Schools

133. The question whether or not Government should run their own Higher Secondary Schools for boys and girls engaged the earnest attention of the Committee. This question has assumed considerable significance, as it has long been felt that these institutions are no longer required in view of the fact that private institutions in sufficient numbers have sprung up and are being run quite efficiently. The maintenance of Government Secondary Schools cost Rs. 93 lakhs annually, and this vast amount could be saved if the Government Schools were abolished. One argument advanced in favour of the retention of these schools is that they serve the purpose of model schools, with adequate equipment, better discipline, better paid staff, etc. But against this, it is equally true that barring a few exceptions here and there, the general condition and the efficiency of the privately run institutions and their achievements in examination are in no way inferior to Government institutions and there should be no apprehension that with the disappearance of Government institutions, there will be no model schools, the standards of which could be emulated by private institutions. In the circumstances the Committee recommend that Government Higher Secondary Schools may in due course be entirely run by private institutions, and a plan should be worked out for gradual elimination of Government Schools.

#### Revision of the scales of pay of Professors in Government Degree Colleges

134. There are at present three Government Degree Colleges in the State—one each at Varanasi, Rampur and Naini Tal. In these Degree Colleges professors draw pay in the scale of Rs. 500—1,200 and the lecturers have been allowed the pay scale of Rs. 250—850. The Committee feel that these scales are rather on the high side and are capable of reduction considering the scales of pay admissible to the professors of similar status in private institutions. In the opinion of the Committee professors in Government Degree Colleges should not be allowed a scale higher than Rs. 250—850. This will result in considerable saving to Government besides ensuring a better distribution of talents between Government Degree Colleges and other colleges.

# Stricter control over non-Government Training Colleges and abolition of Government Training Colleges in future when non-Government institutions are adequately developed

135. It has been proved that privately run training colleges are not quite up to the mark and that is why six of them had to be closed down quite recently. But the solution does not lie in closing down the institutions and thus blocking the way of whatever private initiative is in evidence today. Keeping in view the present day requirements of education, such initiative has to be welcomed and not discouraged. It will be in keeping with this objective to give proper encouragement to private institutions and at the same time to exercise stricter control over the existing non-Government Training Colleges. In the opinion of the Committee, while there may be no objection to the existing Government Training Colleges continuing for the present, the objective should be to close them down as soon as possible, after the non-Government institutions have been adequately developed.

# Reduction of the number of Normal Schools for boys

136. The existing number of Government Training Schools (Normal Schools) is 59 out of which 48 are for boys and 11 for girls, as compared to 41 schools in 1947-48. The additional schools were opened to make up the paucity of trained teachers to meet the situation created as a result of the policy of Government to open primary schools within a radius of one and a half miles in each village. Now there is a normal school in each and every district. The number of trained teachers has considerably increased by now, and it is no longer necessary to have a normal school in every district. The Committee are, therefore, of the opinion that while the existing number of Normal Schools for girls may remain, the number of Normal Schools for boys should be reduced from 48 to 25. It is expected that according to the present indications 25 Normal Schools for boys will be able to cater to the needs of primary schools of this State. In case, however, this number of Normal School for boys does not fully meet the demand for trained teachers, enrolment in each school may be doubled.

## Closing down of the Government College of Physical Education

137. There are certain private institutions in receipt of Government aid, which impart physical training. Side by side, there is a Government College of Physical Education. The Sub-Committee recommended that Government should encourage such private institutions and recognise their diplomas after prescribing certain minimum standard of training, etc., rather than maintaining its own college. The Committee agree with this view and recommend that the Government College of Physical Education should be abolished.

# Introduction of the scheme of specialization in Government Arts Colleges and Schools

Schools as maintenance grants. There is much duplication in the work of these colleges and schools inasmuch as the same subjects are being taught in almost all the schools and colleges which involves unnecessary expenditure. Various Commissions and Committees have, therefore, emphasised the need for specialization, according to which an institution will specialize in one subject only. In this way, much of the expenditure which has to be incurred by many private institutions in keeping the wherewithal for teaching common subjects will be avoided, and this will go to reduce the demand of the institutions for maintenance grants from Government. The Committee are of the opinion that a beginning should be made in this direction within a limited area and the results watched by Government.

# Transfer of the control of Government private schools in merged States to District Boards concerned

139. It is reported that Government are running their own primary schools in the erstwhile merged states at a cost of about Rs. 7 lakhs per annum. The general feeling, however, is that these schools should be transferred to the control of District Boards concerned and some Grants-in-aid paid to the latter. The Committee agree that this should be done and that the District Boards, which take over the Government primary schools in the merged states, should be paid a compensation not exceeding half of the maintenance cost of the schools. At places where there is no District Board, the question of transfer of such schools would obviously not arise.

#### Abolition of the Committee for the Promotion of Scientific Research

140. It transpired during the discussions held with the officers of the Education Department that the Committee for Promotion of Scientific Research has not been serving any useful purpose, and the departmental officers were of the view that it has not justified its existence. The Committee, therefore, reluctantly recommend that the Committee for Promotion of Scientific Research may be abolished.

# Stoppage of the practice of grant of honoraria by the Director of Education to his office staff

141. The system of granting honoraria by the Director of Education entirety in his own discretion to the members of the ministerial and inferior staff of his office was examined by the Committee. Grant of honoraria can be justified in certain circumstances and on certain conditions, but the considerations on which the honoraria are granted by the Director of Education to his office staff do not conform to those conditions. The Committee are, therefore, of the view that the practice of granting honoraria should be discontinued.

## Curtailment of the scope of the Re-orientation Scheme

142. Under the Re-orientation Scheme Agriculture and Crafts have been prescribed as compulsory subjects in Junior High Schools and Normal Schools. It is felt that the agricultural bias in education can well be imparted by the establishment of one land school at the headquarters of each district instead of imparting such training in Agriculture in Secondary schools by teachers who have themselves been inadequately trained. In the considered opinion of the Committee, it would be advisable to drop the entire reorientation scheme at once; but in case that was not found feasible a reduction of its budget by at least 50% is recommended. The Committee are further of the view that the fragments of holdings attached to Junior High and Normal Schools should be consolidated as far as possible, and that Government should take immediate steps to effect an economy of about Rs. 16 lakhs in their share of the expenditure of this scheme.

# Abolition or reorganization of the camp office of the Director of Education

143. The headquarters of the Department are located at Allahabad but the Director of Education has a camp office in Lucknow also. There is no need for the Director to keep a Camp office at Lucknow, as he is no longer an ex-officio Joint Secretary to Government in the Education Department as he used to be in the past. The Committee are, therefore, strongly of the opinion that the Director should have no Camp Office in Lucknow and that he may visit Lucknow whenever here is any occasion for it.

# Reorganization of the Inspectorate of Schools

144. The strength of the Inspectorate of Schools has been increased from 40 to 66, evidently without any regard to the volume of work involved in each district. There is a great disparity in the volume of work of one District Inspector and his counterpart in another district. There is considerable difference in the number of the educational institutions, in the big and small districts. The Committee considered the question whether there is need for separate inspectorate in each district and have come to the conclusion that there is not sufficient justification, particularly, in smaller districts, to have separate offices of District Inspector of Schools. After going into the necessary details in this connection, the Committee recommend that except in KAVAL districts and the districts of Meerut and Gorakhpur, there is no need to have separate inspectorate in each district. They further recommend that one District Inspector should have at least 40 institutions to look after, and on this basis three or four lighter offices of District Inspectors should be amalgamated into one.

# Abolition of Regional Offices of the Deputy Directors of Education

145. The Committee learnt that the Deputy Directors of Education in different reagions are not performing their duties properly. A suggestion that has been made in this connection is that two of the existing five posts of Deputy Directors should be retrenched and the remaining three Deputy Directors should be posted at the headquarters from where they should look after their regions, thus abolising the regional offices. This view was based on the fact that the Regional Deputy Directors had no technical problems to be solved on the regional basis and the District Inspector of Schools exercised wide powers in the district. The Committee agree with this suggestion, but recommend that instead of three there should be four Deputy Directors at the headquarters to work on a functional basis.

# Publication of the magazine "Shiksha" to be made over to the Central Pedagogical Institute

146. A quarterly magazine "Shiksha" is brought out by the Education Department and it is said to be specialized publication on educational matters. For the publication of this magazine there is a whole time post of officer on Special Duty with his separate office. The Committee are of the view that the work of publication of this magazine can and should be undertaken by the Central Pedagogical Institute, and that the post of the Officer on Special Duty (Shiksha), and his office should be abolished.

## Abolition of the post of Officer on Special Duty (Text-bcoks)

147. Similarly, the Committee do not see any necessity for the post of the Officer on Special Duty (Text-books) and his office. Prior to the creation of this post, the work in connection with the text-books was done by the Director of Education, Deputy Director and the Personal Assistant to the Director. However, since the Central Pedagogical Institute is supposed to lay down the core and content of the curricula up to English Standard, the office of the officer on Special Duty (Text-books) should be amalgamated with the Institute and the post of the Officer on Special Duty (Text-books) should be abolished.

# Abolition of the post of Personal Assistant to Director of Education (Women)

148. The post of personal Assistant for Women's Education attached to the Camp officer of the Director of Education is considered by the Committee to be a superfluity, as there is already a full fladged office of the Assistant Director of Education for women. The post of the Assistant Director of Education (Women's) should therefore, be abolished.

# Abolition of the post of Officer on Special Duty in the Education Department of the Secretariat

149. At the time the Committee examined the working of the Education Department of the Secretariat, there existed a post of officer on Special Duty and the incumbent thereof got his pay in the Uttar Pradesh Education Service (Junior) Scale plus a special pay of Rs. 200 per month which is said to have been sanctioned in view of the "Specially ardous nature of duties attached to the post". The Committee are of the view that this post is actually not required. (It may, however, be mentioned here that the post of Officer on Special Duty in the Education Department no tonger exists now).

# Review of the structure of the Education Secretary's Branch

150. The present structure of the Education Department at the Secretariat level consists of the Secretary, one Joint Secretary, one Deputy Secretary, one Under Secretary, and one Officer on Special Duty in the Assistant Secretary's scale. As against this strength, there were only two officers, viz., one Secretary and one Joint Secretary, till 1952. There has been no rapid expansion of education after 1952. In view of this, the increase of officers in the Secretariat requires some clarification which is not forthcoming. It is, therefore, felt that the work at the Secretariat level can be managed by two officers, viz., one Secretary, and one Joint Secretary. The Committee would, however, like this question to be referred to the Re-organisation Commissioner who has been appointed to deal with such questions.

# Reduction in the provision for contingencies

151. There has been a progressive increase in the contingent expenditure of the Director of Education which could not be fully justified. There is reason to believe that the provision made for this purpose in the budget is not used strictly according to rules and the accepted principles in other departments. In order to provide a check against this tendency, it seems necessary to reduce the provision for contingencies, and the Committee would suggest that at least an ad hoc reduction of 10% should be made under this item.

# Co-ordination between the activities of National Cadet Corps and the Provincial Education Corps

152. In the sphere of military education, there are two independent organizations, viz., the Provincial Educational Corps and the National Cadet Corps. The Provincial Educational Corps was introduced by the Government of Uttar Pradesh a few years ago for the military training of the students of Intermediate classes. The National Cadet Corps was introduced by the Government of India. This corps has two divisions, viz., Senior Division, comprising of the students of Universities and Degree Colleges, and the Junior Division, which is meant for the Students of 8th to 10th classes. It is thus clear that in the case of students of Higher Secondary schools, Military Training is imparted through two sets of instructors—one belonging to the National Cadet Corps and the other to the Provincial Educational Corps. In order to remove the overlapping in the activities of the two Corps, which has led to waste of public money and energy, the Committee feel that either the Provincial Educational Corps should also undertake the responsibility of military training of the students of Universities and Degree Colleges or the National Cadet Corps should restrict its activities to these institutions. In case the Provincial Educational Corps are required to take over the responsibility of imparting military training to the students of every age-group, the budget provision of Rs. 14,60,600 for the National Cadet Corps, or whatever the amount may be in any particular year, can be omitted. The Committee, therefore, suggest that steps should be taken towards the re-adjustment of the sphere of activities of the National Cadet Corps and Provincial Educational Corps on the lines indicated above with a view to avoiding duplication and overlapping of functions.

#### Central Agency for health programmes

153. A similar overlapping of activities exists in the programme of the Prantiya Rakshak Dal, Bharat Sewak Samaj, Council of Physical Culture, etc., Youth Organizations of the Prantiya Rakshak Dal and the Provincial Educational Corps, have the same type of programme of sports and camps. The personnel is the same. The social service work done by Bharat Sewak Samajs is not distinct from similar work done by the Provincial Educational Corps. In short, there is considerable duplication of work and utter lack of co-ordination among the different departments engaged in the same sort of work. If identical activities could be carried out by an independent and centralized agency, much of the work would be reduced and the unnecessary expenditure which is being incurred at present can be cut down. It is estimated that if such a centralised agency is established, a provision of Rs. 20 lakhs will suffice for its needs and consequently a considerable saving will result.

# Cost of transport of arms and ammunition to be recovered from fees

154. The Military Education Department are at present spending nearly Rs. 400 per year per district on petrol etc., used by the vehicles of the department in carrying arms, ammunition, stores, etc., which comes to an amount of Rs. 6,800 per year. In the opinion of the Committee, at least this amount should be recovered from the games fees by charging one anna per month from every student. The Committee hope that the management of the educational institutions and students would not grudge this paltry amount for Military Education, which is so beneficial to the students and so essential in the national interest.

#### Section 2

# Check on corrupt practices with regard to payment of royalties for text-books

155. Reports have been received regarding mal-practices in regard to text-books and complaints were made that royalties were being received by resorting to unfair means. The Committee strongly recommend that effective steps should be taken to root out corrupt practices in vogue, with regard to the payment of royalties for text-books.

# Financing of the Social Eductaion Scheme from the Planinng Budget

156. The Committee find that there is a dual control over the Social Education Scheme inasmuch as some of its activities are carried out and financed by the Planning Department also. The view expressed by the Education Department is that the Social Education Scheme forms an integral part of the educational activities and should be run by the Education Department alone. The Committee are inclined to accept this view, provided the provision for the entire cost of the scheme incurred by Planinng as well as Education Departments is made in the budget of the Education Department.

# Implementation of the Scheme of games and sports on House system

157. The Committee are informed that the Director of Military Education had submitted a scheme to the Government suggesting that the problem of games and sports be tackled on "House System". The advantage of this scheme is that it will keep the boys engaged throughout the year and tone up the standard of games and athletics. Besides, a much larger number of students will get a chance to play various games. The scheme is apparently very useful and deserves to be implemented with immediate effect.

# Proposals involving extra expenditure

158. The Committee have in the foregoing paragraphs made proposals for effecting economy in the expenditure of the Education Department. They would also like to make a further suggestion which would lead to extra expenditure. The extra expenditure would, however, be met from a fraction of the savings expected from the proposals made by the Committee. Their suggestion involving extra expenditure is that in the Secondary institutions, both Government and aided, there should be a reduction of one anna per rupee in the tuition fees of each scholar. Although the relief may appear to be insignificant, it will be a very welcome step. This will mean an extra liability of about Rs.18.59 lakhs which will be more than off-set by the economies which will be effected by the acceptance of the suggestions made in the various paragraphs under section 1 of this Chapter.

## CHAPTER XXI

## INDUSTRIES DEPARTMENT

#### SECTION 1

# Desirability of making the schemes for the development of various Cottage industries self-supporting

- 159. The Sub-Committee had examined the working of the various schemes run by the Department for the development of Cottage industries. In the opinion of the Sub-Committee, the objective, which the Department should keep in view, is to find ways and means to make a Scheme self-supporting as soon as the particular industry covered by it sufficiently develops. In relation to some of these schemes the Sub-Committee made the following recommendations:
  - (a) Cutlery Scheme—A Heat Treatment shop is maintained under this scheme for the benefit of the men engaged in the manufacture of scissors and razors. Steps should be taken to make the shop self-supporting.
  - (b) Training-cum-Production Centre—Although in the existing circumstances it is unavoidable for the Government to take the initiative in different types of cottage industries, the aim should always be to make such Centres self-supporting.
  - (c) Quality-Marking Scheme—For industries like manufacture of locks, footwear, silk-goods, etc., quality-marking is being adopted by the department. The scheme should be run on the basis of self-sufficiency.
  - (d) Glass Bead Industry—Two furnaces are being maintained for the benefit of the glass bead industry and some fees are charged for the use of these furnaces. Glass industry being a fairly well developed industry by now, the working of these furnaces should be placed on a paying basis.
  - (e) Leather Training Centre—Government initiative in the early stage was necessary, no doubt, but the advantage to those who are engaged in this work is so great that the scheme should now become a self-supporting one as soon as the training stage is over and those employed in the industry begin to earn extra profits from which they can pay necessary charges.

(f) Dyeing Houses—Government have provided a finishing machinery for dyeing. With a view to relieving Government of the expenditure, the dyeing houses should be transferred to a Co-operative Society as early as possible.

(g) Sericulture Industry—There is a great scope for the development of sericulture industry in the State, so much so that once the industry has been developed it should be possible for it to pay the Government for the services rendered. This should be the aim of the department.
 (h) Lock Factory at Aligarh—The Government Experimental Lock Factory at Aligarh, which renders service to other manufacturers by manufacturing correct type of

(h) Lock Factory at Aligarh—The Government Experimental Lock Factory at Aligarh, which renders service to other manufacturers by manufacturing correct type of punched levers, is not yet in a paying stage. Steps should be taken to make the workshop self-supporting.

- (i) Hill Wool Scheme—The Hill Wool industry should be placed on a firm basis by organizing the workers into co-operative societies for purchase of wool, meeting current finance of working capital and for marketing the finished products. This would relieve Government of much of the expenditure incurred on this scheme.
- (j) Dyeing Factory at Mau—This factory undertakes private work and charges fees. The scheme should be converted into a commercial undertaking as early as possible.
- (k) Blanket Finishing Factory—The factory works in two shifts and fees are charged for private work. It should be possible to convert this factory into a commercial activity and to make it self-supporting as soon as the stage of training of workers is over.
- (1) Gur Development Scheme—The use of NIRA has not been a success so far, but the manufacture of gur from palm trees, etc. has been successful. A large expenditure is being incurred on this scheme. If this scheme succeeds in training the workers and establishing them in a useful trade, it should be possible to organize them into co-operative societies and gradually to make these societies self-supporting.

The Economy Committee have carefully considered the aforementioned suggestions. They are in agreement with the Sub-Committee's recommendations, which should be implemented by Government as far as possible. As a matter of fact, the Committee feel that the success of the Industries Department largely depends upon the attainment of self-sufficiency in the various spheres of its industrial activity.

# SECTION 2

# Modification of the Rules of Procedure with a view to enabling the Director of Industries to utilize immediately the funds provided by the Government of India

160. It has been brought to the notice of the Committee that because of the procedural difficulties created by standing rules and orders, the Director of Industries could not, for a long time, utilize the funds sanctioned by the Government of India for certain schemes. The Committee feel the Rules of Procedure should be changed to cut the delays out totally. It should be possible to have some rules under which the Industries Department could be authorized to use all these funds immediately after they have been made available by the Government of India.

# Annual Report of Industries Department should contain figures showing recovery of industrial loans

161. In the opinion of the Committee, it is very necessary to see how far the industrial loans are being recovered as that is the test of success. It is, therefore, recommended that the Annual Report of the Industries Department should give adequate information regarding the recoveries of these loans.

# The Handloom Production should stop production of designs as soon as these are adopted by persons in the industry

162. The activities of the Department in connexion with the Handloom Production are production and popularization of new designs so that they may be adopted by the persons engaged in this industry. The Committee recommended that the Department should stop producing the designs as soon as they are adopted by persons engaged in the industry and keep some record about the success in its designs being adopted by the industry. The Annual Review of the Department should contain some information about the success achieved in this direction so that it may be seen how far the work done by the Department has been adopted by the industry successfully.

# Improvement in the system of Technical Training

163. The question of technical education in Uttar Pradesh also figured in the discussions of the Committee. They feel that technical education which is not thorough and efficient is not likely to be successful to achieve its goal. The Committee would recommend a considerable improvement in the standard of teaching as well as the scales of pay of the staff so that really competent staff is employed and a high standard of teaching is attained and those who come out of these institutions are really efficient in their fields and can help in the development of the country.

# After training a watch to be kept over youngmen who receive training in the schemes designed to relieve unemployment

164. The Committee understand that two schemes have been sanctioned for the employment of the unemployed youngmen—(1) for training in turning armatures, winding, melting, watch and time-piece mechanics, etc., and (2) black-smithy, metal toys-making, etc. The first scheme is undertaken for 100 men while the second is for 200 men. The Committee recommended that the Department should keep a watch over the youngmen, who have been trained and see if they are able to fit themselves usefully into the industry. If they come out fit, it would mean success for the training centers; otherwise, the schemes should be discontinued.

# Temporary staff of the Department, which is not likely to be retrenched, should be confirmed and payment of salaries should be made punctually

165. It has also been brought to the notice of the Committee that a large part of the staff in the department is temporary. With a view to increasing the efficiency of the staff it is recommended that the temporary staff, which is likely to be retrenched, should be confirmed. If the posts become permanent, the Committee feel that recruitment of better staff on more economical terms would become possible.

The Committee are also informed that there is considerable delay in paying the wages and salaries of the temporary staff of the department. Such delay in the payment of monthly wages and salaries is most undesirable and it must be avoided. The existing rules should be amended with a view to removing the difficulty.

It may be added here that with a view to effecting economy in the staff sanctioned for the offices under the Director of Industries the Committee have asked the Sub-Committee "F" to look into the matter and offer suggestions. The findings of the Committee in this regard will be in cluded in the Second Report.

## CHAPTER XXII

#### FINANCE DEPARTMENT

The working of the Finance Department proper and the departments of Sales Tax, Registration, Local Fund Audit and Co-operative Audit, which are under administrative control of Finance Department was examined by the Sub-Committee "D" with Sri Paripurnanand Varma as the convener. The propriety and necessity of effecting changes in the rules of financial procedure, issuing of financial sanctions, and of suggesting amendments in fundamental, subsidiary and travelling allowance rules was, however, entrusted to the Sub-Committee "E" with Sri P. D. Pande as the convener. While in this Chapter recommendations made by Sri Paripurnanand Varma's Sub-Committee have been dealt with, the suggestions of Sri Pandey's Sub-Committee have been considered in the subsequent chapter.

#### SECTION 1

# Need for a greater vigilance over contingent expenditure

166. The Sub-Committee were not quite happy about the system of making ad hoc cuts by the Finance Department which was responsible for the present tendency among almost all the departments to keep sufficient margin for such cuts while framing their budget proposals which were intentionally inflated. It was also suggested that administrative departments and the Finance Department should not include in unnecessary correspondence or protracted noting in connexion with the scrutiny of new proposals. While the Committee accepted these recommendations, they felt that there was a need for the Finance Department keeping a stricter control and exercising greater vigilance over contingent expenditure because this is an item of expenditure which is apt to be misused by most of the spending officers.

## SECTION 2

## Maintenance of the existing strength of officers and staff in the Finance Department

167. It has been brought to the notice of the Committee that the number of officers in the Finance Department has increased since 1950. They are also informed that these additional posts were created to cope with the increased volume of work in the Finance Department as a result of over-expanding activities of Government and the taking over by the department of additional responsibilities in regard to the audit of the accounts of Panchayats and Co-operative Societies. The Committee are satisfied with the justification given for the creation of the additional posts. In regard to the posts of Officers on Special Duty, the Committee feel that the necessity for such posts will always arise whenever any work of a special nature exists. As for the staff, the Committee are of the opinion that the work-load with the Finance Department amply justifies the maintenance of the present complement of the staff and that no reduction is possible.

# Continuance of the existing practice of payment of honoraria to staff associated with the preparation of annual budget

168. The Committee feel that the pressure of the budget work during the last quarter of the financial year is so great and exacting that unless some extra payment is made to the assistants engaged in the preparation of the budget it would not be proper to expect them to work for more than 18 hours a day at a stretch for about a fortnight. The Committee are, therefore, of the opinion that the existing practice of payment of honoraria to the staff associated with the preparation of annual budget is by no means undesirable or unreasonable and should continue.

## No change in the present pattern of financial year

169. The question of changing the present pattern of financial year also figured in the discussion of the Committee. It was indicated that the matter was for the Government of India to decide. The Committee are, however, of the opinion that there should be no change in the existing pattern.

# The pay of Commissioner for Financial Affairs to be debited to the accounts of the Government Cement Factory, Churk

170. The proposal of the Sub-Committee regarding the pay of Commissioner for Financial Affairs being debited to the accounts of the Churk Factory related to the period when Sri B. G. Rau, I. C. s., was the Director of the said Factory in addition to his own duties as Commissioner for Financial Affairs. Since that arrangement has ceased to exist, the Committee did not think it necessary to make any recommendation on this proposal.

# Transfer of the work of Entertainment and Betting Tax to the Finance Department

171. The Committee did not consider it necessary to make any recommendation on the suggestion of the Sub-Committee that the work of the Entertainment and Betting Tax should be transferred to the Finance Department in view of the fact that in pursuance of the other recommendation of the Committee, the Government have taken certain steps for integration of some of the taxation departments in the Board of Revenue.

# Appointment of Financial Advisers in different departments and of an additional post of Deputy Secretary in the Finance Department to look after their work

172. The proposal of the Sub-Committee regarding the appointment of Financial Adivsers in major spending departments of the Government was considered by the Committee . After some discussion the Committee came to the conclusion that it would not be desirable, nor will it be conducive to economy or efficiency, to introduce the system of appointment of Financial Advisers. This proposal of the Sub-Committee was accordingly dropped along with the other proposal regarding the appointment of an additional Deputy Secretary in the Finance Department which was consequential to the former proposal.

## Delegation of more financial powers to subordinate officers

173. One of the recommendations of the Sub-Committee was that there was a need for greater financial delegations, both horizontally and vertically, which will reduce the quantum of work which is being done at present in the Finance Department. The Committee were, however, informed that certain delegation of financial powers has already been made by the Government in G. O. no. 2719/II-B—182-1954, dated August 5, 1955, and other proposals in this connection are under the active consideration of the Government. In view of this, the Committee did not consider it necessary to go into this question in detail. The other suggestion of the Sub-Committee regarding the reduction in the staff working in the Finance Department from 77 to 66 was made on the condition that larger delegation to subordinate officers by the Government will lead to reduction in the amount of work in the Finance Department. The Committee did not think it necessary to make any recommendation on this proposal pending finalisation of the proposals regarding delegation of more financial powers. Sri K. K. Dass, I. c. s., Re-organization Commissioner did not, however, like to express any opinion in respect of the strength of the staff in the Finance Department, and procedure concerning the Department, and promised to give his opinion on this question on a later date when he had examined the working of the department. His report will then be finally considered by the Committee.

# SALES TAX AND OTHER DEPARTMENTS UNDER FINANCE DEPARTMENT

The working of the following departments which are under the administrative control of the Finance Department, was also scrutinised:

- (1) Sales Tax Department.
- (2) Registration Department.
- (3) Local Fund Audit Department.
- (4) Co-operative Audit Department.

The following paragraphs contain the recommendations of the Committee in respect of the departments mentioned above.

## SALES TAX DEPARTMENT

#### Establishment of a Central organization for the collection of various taxes and duties

174. In connexion with this department the Sub-Committee had suggested that it should take over the administration of the Shops and Commercial Establishments Act and the Entertainment and Betting Tax Act. The idea underlying this suggestion was that the integration of similar functions performed by different departments would result in considerable economy in the shape of reduced expenditure over the staff. Another suggestion was that the different departments collecting taxes and duties other than land revenue, viz. Sales Tax, Electricity Duty, Entertainment and Betting Tax, Registration and Stamps Duty, Tax on sale of motor spirit, etc., should be merged into a single centralized organization. In support of this suggestion it was argued that the existing grouping of these departments has proved very expensive and inefficient. It is also responsible for a large number of cases of tax-evasion leading to decreased receipts of Government although involving proportionately higher expenditure over collection of taxes. The Committee have discussed this matter at some length and have arrived at the conclusion that the administration and collection of all taxes such as Sales Tax, Electricity Duty, Entertainment and Betting Tax, Registration and Stamps Duty, etc., should be centralized and the centralized organization should function under the control of the Board of Revenue. As a matter of fact, the Committee understand that Government have already taken certain steps for the amalgamation of all taxation departments into one.

#### Section 2

# Revision of the pay scale of Sales Tax Officers

175. The Committee were informed that the sanctioned scale of pay of Sales Tax Officers, viz. Rs.250—600 is inadequate. The Committee have considered this with reference to the pay scales admissible to Officers of similar status in other departments. The Committee considered this proposal in the context of the other suggestion of the Sub-Committee that the work relating to Shops and Commercial Establishments and Entertainment and Betting Tax should be transferred to Sales Tax Department. In the considered opinion of the Committee, while there was fullest justification for the scale of pay of Sales Tax Officers being raised to Rs.250—850 with the proposed amalgamation of the departments mentioned above, there was ample justification to give the higher pay scale even before this extra work is transferred.

## REGISTRATION DEPARTMENT

#### SECTION 1

## Stopping further recruitment of Sub-Registrars

176. The Committee are informed that as a measure of economy, further recruitment of Sub-Registrars has been stopped and part-time Sub-Registrars are being appointed by giving an extra allowance of Rs.20 p. m. to the Registration clerks. The expenditure of the department per annum, which works out to about 14 per cent of the total receipts in a year from the levy of registration fees and sale of non-judicial stamps, taken together, is obviously on the high side. At the same time, the Sub-Committee find that it was not possible to reduce the existing strength of the department. The Committee, therefore, recommend that, as far as possible, further recruitment of Sub-Registrars should be entirely stopped.

## SECTION 2

# Measures to increase the income of the department by stopping evasions and under-payment of registration fees

177. The Committee feel the necessity, firstly, of weeding out corruption in the department and stopping evasion of registration fees by stricter control and supervision and, secondly, of reorganising the department in such a way that no cases of evasion or underpayment might eacape the notice of the inspecting staff. In the opinion of the Committee, this can be done without any increase in the strength of the inspectorate staff. They think that with more vigorous control the income of the department can be raised by 15 per cent to 20 per cent.

## Delegation of powers of Sub-Registrars to Revenue Officials

178. With regard to the question of delegation of powers of Sub-Registrars to revenue Officials, the Committee are of the opinion that this should be done at places where there is no Sub-Registrar and where the revenue Officials have not enough work.

Some of the recommendations relating to the Registration Department are separately under consideration and will be incorporated in the next report.

#### LOCAL FUND AUDIT DEPARTMENT

179. The various suggestions of the Sub-Committee relating to the Local Fund Audit Department were considered by the Economy Committee. The Committee, however, have not agreed with any of the suggestions except one, viz., that the present scale of audit fees, viz. annas 12 per cent of the annual income of local bodies, should not be increased.

# CO-OPERATIVE AUDIT DEPARTMENT

# SECTION 1

# Increase in the levy of audit fees

- 180. The total expenditure incurred on the Co-operative Audit Organisation exceeds the income from the levy of audit fees by about Rs.6 lakhs. According to the latest figures (up to June 1957) the organisation audits the accounts of 52,448 societies, of which 40,861 are small units. While scrutinising the details of expenditure of the organisation it has been found that there is practically no scope for any reduction in the expenditure. The Committee, however recommend that the audit fee to be levied on the societies may be increased in the following manner:
  - (i) The minimum audit fees should be fixed at Re.1 in the case of primary societies.
  - (ii) The branches of the Banks and the federation may be assessed separately from their head offices for purposes of audit.
  - (iii) There should be a sliding scale for audit fees applicable to the bigger institutions instead of levying maximum as prescribed at present.

If the above recommendation is accepted by Government, the Committee expect that there would be an increase of about Rs.1,20,000 in the income of the Organisation.

SECTION 2

Nil

## **CHAPTER XXIII**

#### SIMPLIFICATION OF FINANCIAL RULES AND PROCEDURE

Section 1

Nil

#### SECTION 2

The recommendations made by Sub-Committee "E" with Sri P. D. Pande as the convener, on the question of simplification of Financial Rules and Procedure were discussed by the Committee at some length. The suggestions put forth by the Sub-Committee in this connexion were—

- (i) that the delays in the issue of budget sanctions should be cut down by the Finance Department who should also expedite the issue of the final edition of the Budget Grants;
- (ii) that once grants for any new works on buildings etc., are sanctioned in one year and the works are not completed, the work should be treated as works in progress and all the amount required in future years should be automatically provided for;
- (iii) that as soon as resources that would be available in the budget year over and above the standing charges for the year are determined, the Finance Department should inform all the departments what amounts would be available for each department for its new items and thereafter Finance Department should, as a matter of course, accept the proposals of other departments in regard to the new items of expenditure provided the overall cost of such items, taken together, is within the prescribed limit;
- (iv) that if any department makes any savings in the standing charges by effecting economies or by reorganisation, that department should be permitted to utilise the savings while drawing up its demands.

The Committee had also before them the detailed comments of the Finance Department in regard to each of the above recommendation and also on the other recommendations of the Sub-Committee which are to be found in Part II of this Report. After a careful consideration of the above suggestions in the light of the comments of Finance Department, the Committee have come to the conclusion that the exising Financial Procedures and practices are largely in conformity with these suggestions and that there is little scope for effecting further improvement thereto. In particular, regarding the recommendations mentioned in sub-paragraph (iv) above, the Committee fully endorse the view of the Finance Department that savings accruing to the Government are really savings in the money paid by the tax-payer and should be utilised in the best interest of the State as a whole, and the recomendation of the Sub-Committee, if accepted, would encourage the Administrative Departments to inflate their budget. The Committee were imformed that some amount of discretion has already been given to the Administrative Departments in office Memorandum, dated September 22, 1957. In the considered opinion of the Committee, therefore, the status quo should be maintained in regard to all the four points covered by the above recommendations of the Sub-Committee.

# DELEGATION OF FINANCIAL POWERS

# **Budget Manual**

SECTION 1

Nil

SECTION 2

# Delegation of powers of re-appropriation from one minor head to another within the same grant

182. It was suggested by the Sub-Committee that the different departments should be delegated full powers of re-appropriation from one minor head to another within the same grant subject to the general restrictions regarding re-appropriations as prescribed in the Budget Manual. The Committee have accepted the principle behind this suggestion but only in respect of those grants for which there is one controlling officer and not in respect of composite grants e. g. 25—General Administration, 40—Agriculture, 57—Miscellaneous, 63—Extraordinary Charges, 82—Capital Account, etc., in which different minor heads are controlled by different Heads of Departments.

# Revision of the prescribed monetary limit for items of expenditure which should be scrutinized by the Finance Department

183. The financial powers of officers prescribed in various codes and manuals were fixed many years ago. These limits are thus quite low in the circumstances obtaining at present on the one hand and, on the other, the needs of development and administration to-day are greater speed, greater initiative and greater responsibilities. It is, therefore, thought that the delegation to officers should be adequate to cope with these requirements. The Committee accordingly recommend that the monetary limit prescribed in paragraph 41 of the Budget Manual for purposes of deciding as to which items of new expenditure should be scrutinised by the Finance Department, should be raised from Rs.100 to Rs.200 if recurring and from Rs.1,000 to Rs.2,000 if non-recurring.

# Revision of the existing monetary limit for items of expenditure which should be referred to the Finance Committee

184. On the analogy of the recommendation made in the preceding paragraph, the Committe further recommend that the limits prescribed in paragraphs 5 and 44 of the Budget Manual in respect of items of expenditure requiring the approval of the Finance Committee, should be raised from Rs. 500 to Rs. 1,000 if recurring, and from Rs. 2,500 to Rs. 5,000 if non-recurring.

# TRAVELLING ALLOWANCE RULES

SECTION 1

Nil

#### SECTION 2

185. The Sub-Committee desired that the entire set of Travelling Allowance Rules should be re-drafted on simpler lines so that the Travelling Allowance claims could be drawn and passed more easily. They had a feeling that the travelling allowance bill was difficult to make out, difficult to check in the office of the controlling officers concerned and still more difficult to check in the Accountant General's office. The amounts involved in most of these bills did not, in the opinion of the Sub-Committee, justify such elaborate rules and the amount of time spent on travelling allowance bills in all offices. The Economy Committee, however, thought that the existing set of rules were quite comprehensive and it was not possible to lay down simple rules to cover complicated and diverse cases. The existing rules were framed after meticulous considerations. The State Government generally try to accept the lead given by the Government of India. It was, therefore, not considered necessary to make any drastic changes in the existing rules as this would not be acceptable to the Government of India at least in respect of the All-India Services. However, some of the suggestions of the Sub-Committe, which the Economy Committee were inclined to accept, are dealt with in the following paragraphs.

# Government servants travelling in other States should be paid the mileage rates fixed for journeys within U. P.

186. It was suggested by the Sub-Committee that Note 1 below rule 23(B) of the Travelling Allowance Rules, which lays down that the mileage rates of allowance applicable to Government servants, who travel within the territories administered by another State Government, will be the rates fixed for a Government servant drawing the same pay in that territory, may be deleted. The result of this deletion will be that the Uttar Pradesh Government servants who have to undertake journeys within the territories of other States in public interets, will be entitled to the rates fixed for journeys within U.P. The Sub-Committee had further recommended that, in special cases, where the U.P. Rules mean a great hardship extra payment may be made with the sanction of Government. As the above suggestions would obviate much of the correspondence work between this State Government and the Governments of other States and would also ensure prompt payment of bills, the Committee are in full agreement with the recommendations of the Sub-Committee in this matter.

# Daily allowance at Government of India rates to be paid to Government servants travelling within the territories of other State Governments

187. The Sub-Committe also recommended that Note 1 below rule 23(c) of the Daily Allowance Rules should be deleted. The effect of this deletion would be that the officers of this State going to other States on tour will be entitled to daily allowance as admissible to them for tour within the State. The Economy Committee gave some thought to this question and after a careful consideration recommended that in regard to the payment of daily allowance to Government servants travelling within the territories administered by another State Government, the rates prescribed by the Government of India should be enforced. This will only be fair as the rates of daily allowance of the Government of India have been fixed with due regard to the expensiveness of the place where their employees are supposed to go on tour.

## Revision of the existing rate of conveyance hire for Government servants

188. While the Sub-Committee did not make any recommendation about the adequacy or otherwise of the existing rate of conveyance hire for Gazetted Officers, one of the members of the Economy Committee expressed the view that the uniform rate of 3 annas per mile as conveyance hire fixed for all class of Governments servants was low. The Committee are of the opinion that this question should be examined by Government.

# FUNDAMENTAL AND SUBSIDIARY RULES

189. The question of simplification of Fundamental and Subsidiary Rules also figured in the discussions of the Committee. The existing rules which are generally based on those of the Government of India, are quite comprehensive. As it was always convenient for the State Government to fall in line with the Government of India, the Committee did not find it necessary to make any changes in the existing rules unless the Government of India made any change in their rules. The recommendations made by the Sub-Committee for effecting changes in Fundamental and Subsidiary Rules were accordingly dropped.

# **DELEGATION OF POWERS**

190. The Committee understand that wide delegation of Financial powers to heads of Departments, etc. have already been made by Government and other proposals are separately under consideration of the Government. The Committee did not, therefore, consider it necessary to make any recommendations on this aspect of the question.

Such of the recommendations of the Sub-Committee as have not been specifically mentioned above were dropped by the Economy Committee.

#### CHAPTER XXIV

#### GOVERNMENT ESTATE DEPARTMENT

#### SECTION 1

# Abolition of the post of Assistant Secreatary-cum-Assistant Estate Officer

191. At the time when the Sub-Committee examined the working of the Government Estate Department they found that for the performance of the various functions there was an Estate Officer, an Assistant Estate Officer and an Office Superintendent assisted by clerical, technical and menial staff. The Sub-Committee were of the opinion that the expenditure of the Department could be curtailed to a certain extent if the post of Assistant Secreatry-cum-Assistant Estate Officer were abolished. The Committee would endorse this recommendation. As a matter of fact, they understand that the said post has already been abolished by Government.

#### SECTION 2

# Setting up of a Committee of Legislators to run the Councillors' Residence to receive rent and other charges or increase in the rent of suites

192. The Sub-Committee had suggested that a Committee of legislators should be set up, which should run the Councillors' Residence, receive rent, make arrangements for the recovery of charges from the members and meet all charges including electricity and inferior staff, etc. Government should be responsible for the maintenance of the building and upkeep of the gardens and telephones (exclusive of trunk calls charges). In case the above arrangement was not feasible, steps should be taken to recover electricity charges from the members. For that it was suggested that a separate meter should be installed in every room, failing which a number of rooms should be grouped together and a common meter fixed for each such group. As an alternative to the above suggestion, the Sub-Committee proposed that the present annual rent which is Rs.225 and Rs.125 per large and small suite of rooms, respectively, should be increased to Rs.500 per large suite and Rs.275 per small suite.

The Economy Committee did not consider it necessary to make any recommendation on the above suggestions of the Sub-Committee in view of the fact that the State Government have since decided to provide rent-free accommodation for the use of the members of the State Legislature and, where this is not possible, to allow the payment of compensatory allowance to the members at suitable rates.

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## CHAPTER XXV

#### PUBLIC WORKS DEPARTMENT

#### Section 1

# Reduction in the number of Superintending Engineers and delegation of more powers to Executive and District Engineers

193. The existing strength of Superintending Engineers is seven. The Chief Engineer considered this number to be just sufficient to cope with the present work-load of the department. In his opinion any economy which may be effected by reducing the strength of Superintending Engineers would be more than offset by the waste which would follow in the wake of the reduction of the number of Superintending Engineers and the resultant laxity in supervision and administrative control over the large personnel spread over different circles. As against this view, it has been suggested that the reduction of the existing seven circles by two would mean only a slight increase in the work-load and jurisdiction of existing circles, and even this much increase would not add appreciably to the work of Superintending Engineers, if the power given to Executive Engineers to accord technical sanction to estimates of works, which has recently been raised to Rs.20,000 is further increased to Rs.50,000. In short, the proposals of the Sub-Committee were firstly, that the existing strength of Superintending Engineers may be reduced from seven to five and the number of officers of two circles may be retrenched after re-arranging the jurisdictions of the remaining five circles. Secondly, the Executive Engineers may be empowered to accord technical sanctions to estimates of works up to the value of Rs.50,000 as against the existing limit of Rs.20,000. While the Committee agreed that there was need for delegation of more powers to Executive and District Engineers, they did not subscribe to the view that the existing number of circles of Superintending Engineers can be reduced. The Committee, however, agreed that at least one post of the Superintending Engineer, which may be the post of Superintending Engineer, Anti-corruption, attached to headquarters, should be abolished.

## Shifting of the headquarters of Superintending Engineers to Lucknow

194. The Uttar Pradesh Economy and Resources Committee of 1948 had, inter alia, recommended that all the Superintending Engineers should have their headquarters in common with that of the Chief Engineer, viz. Lucknow. The system of having all the Superintending Engineers at the headquarters of the Chief Engineer was in vogue up to 1948, but it was given up as the main drawback in its working was that Superintending Engineers remained more or less out of touch with the works and were, therefore, unable to advise the Executive Engineers. After the decentralization, the Superintending Engineers are holding meetings with the Executive Engineers every alternate month to resolve the difficulties encountered by the latter. The Economy Committee have considered this question in the light of the position stated above, and have arrived at the conclusion that since the present arrangement is more conducive to efficiency, the headquarters of Superintending Engineers should remain where they are.

# Section 2

# Checking corruption in the Department

195. The question of checking corruption in the department, particularly, in respect of discount on contractor's bill received due consideration by the Committee, who were apprised of the measures already taken by the Department to root out corruption and the machinery that had been set up to facilitate its detection and to award adequate punishment to those found guilty. It was pointed out that the department itself was very anxious to root out corrupt practices and that Assistant Engineers are now required to measure all works costing over Rs.30,000, with the result that the contractor is no longer at the mercy of the overseers for the preparation of his bill or its correctness. Apart from this, there was an Anti-Corruption Committee in the charge of a Superintending Engineer at the headquarters, who is not given any other work. The Committee however, expressed the view that there should be greater emphasis on the desirability of exercising a more rigid control in regard to this matter, and some more effective steps should be taken for the prevention of corruption in the Public Works Department.

# Revision of the existing formula for computing staff requirements of the Department

196. The Committee considered the question of revising the existing formula for computing the staff requirements of the department. According to the Chief Engineer, for a work-load of Rs.13 crores 34 working divisions are required, while the existing number of divisions is 21 only. The Committee thought that if the department could carry on the work without any loss of efficiency with 13 working divisions less, it would be necessary ro revise the existing basis for determining the requirements of staff. The Committee, therefore, recommended 21 working divisions for a work-load of Rs.13 crores as the basis for the revision.

# Amalgamation of the Local Self-Government Engineering Department with the Public Works Department

197. The question whether Local Self-Government Engineering Department should be amalgamated with the Public Works Department was, in an earlier meeting, entrusted to the Chairman of the Economy Committee. The Chairman, after examining the Chief Engineer, Local Self-Government, Engineering Department, had suggested that this amalgamation would not be

conducive to efficiency. The Committee, however, examined the Chief Engineer, Local Self-Government Engineering Department, once again, and after fully considering all the relevant factors came to the unanimous decision that such unification will not be desirable.

# Amalgamation of the Town and Village Planner's Organization with the Public Works Department

198. The Sub-Committee's suggestion for the amalgamation of the Town and Village Planner's Organization with the Public Works Department was also entrusted to the Chairman of the Economy Committee, who was of the opinion that, in the interest of work and efficiency, the Town and Village Planner's Organization should have a separate existence. The Committee noted this view and agreed that this unification would also not be in public interest.



## CHAPTER XXVI

## AGRICULTURAL ENGINEERING DEPARTMENT

#### SECTION 1

# Abolition of the Agricultural Engineering Department and transfer of its functions to the other existing departments

by the Committee, which also held discussions with the Additional Chief Engineer, Irrigation, who is in charge of its activities. Looking to the huge expenditure on this department and the results obtained so far, one cannot feel satisfied with its achievements even in the changed conditions obtaining at present. The Committee were of the opinion that this department has outlived its utility and has done little to justify its existence. The Committee are, therefore, emphatically of the view that it will be advisable to wind up this department and to make over its functions to other departments as indicated below:

- (i) The work of construction of wells and the tube-wells should be made over to the Tube-well Section of the Irrigation Department and that of contour bundhies and drainage improvement, to the ordinary Irrigation Divisions.
- (ii) The work of manufacture of agricultural implements and ordinary repairs to State Tractors, etc. should be done in the Central Workshop, which should cater not only to the Agricultural Engineering Department, but also to the Transport and Industries Departments. It is understood that there is a well-equipped Central Workshop under the Transport Department. It should be possible to hand over all engineering work connected with Agricultural Engineering Department to this workshop or to the workshop maintained by the Industries Department.
- (iii) The work of irrigation services should be carried out by the ordinary divisions of the Irrigation Department. Advice and assistance to the agricultural public should be the responsibility of the Agriculture Department.

It is expected that the entire work of the Agricultural Engineering Department can quite efficiently be done by other departments in the manner indicated above.

HAFIZ MOHAMMAD IBRAHIM,

Chairman.

PARIPURNANAND VARMA,

Member.

MADAN MOHAN UPADHYAY,

Member.

NIRMAL CHANDRA CHATURVEDI,

Member.

RAJA RAM.

Member.

INDRA SINGH NAYAL,

Member.

GURU NARAIN,

Member.

PANNA LAL,

Member.

P. D. PANDE,

Member.

SIDDIQE HASAN,

Member.

RAM GOPAL,

Member.

K. K. DAS I.C.S.,

Re organization Commissioner.

BHARAT NARAIN, I.A.S..

Secretary, Economy Committee.

Dated January 23/24, 1958.

# APPENDIX "A"

# SYNOPSIS

Financial implications of the recommendations (aiming at economy in expenditure) made by the Economy Committee

	Economy Com	mittee	
No.	Recommendations	Anticipated Savings	<del></del>
110.	Accommendations	(In one complete year)	Remarks
1	2	3	4
Pub	lic Health and Medical Departments	Rs.	
	Stoppage of the State contribution towards the maintenance of the Inter-Provincial Mental Hospital, Ranchi, in view of the fact that the Hospital has been taken over by the Government of India with effect from June 1, 1954, and there are already three mental hospitals in the State.	68,300 (recurring).	
2.	Hospital equipment should be supplied direct to the medical institutions after the approval of the Director and the cost should be paid direct to the Firms by the Civil Surgeons out of their allotment for the purpose. This would relieve the Central Drug Stores Depot, Lucknow, of a lot of clerical and accounting work and would dispense with the services of one Medical Officer, one head clerk, three clerks, one compounder-cum-store-keeper, one packer, one orderly, one office peon and two chowkidars.	25,000 (recurring).	
3.	Amalgamation of the two sub-heads "Plague Preventive Measures" and "Prevention of Epidemics" in the Public Health Budget and making a total provision of 5 lakhs under the new head every year. Due to the existence of two separate provisions one does not know at the first sight how much the State Government is spending on the measures to control various epidemics including plague. From the accounts point of view also, existence of two separate heads is undesirable when one head can serve the purpose alright. (With effect from the current financial year the head "Prevention of Epidemics" has ceased to exist and the allotment under that head has been merged with that under the head "Anti-Malaria Epidemic Operations".)	1,65,000 (recurring) (on the basis of provision made in the original Budget for the year 1956-57)	
4.		12,000 (recurring).	
5.	Amalgamation of the post of Assistant Directors, incharge of Hygiene Publicity and Hygiene Institute. The post of Assistant Director, incharge Hygiene Institute was created to train doctors for the Diploma of Public Health. Since this training is not being imparted now there is no justification for retaining a seperate post of Assistant Director incharge of the Hygiene Institute exclusively.	12,000 (recurring).	Government have already accepted this recommendation.
Fore	est Department—		
6.	Transfer of the administration of forests in Tarai and Bhabhar Government Estates to the Forest Department. The over-all expenditure on the administration of estates is much in excess of the revenue receipts from this source.	The extent of actual sav- vings cannot be wor- ked out.	Government have since decided to abolish separte organization for the management of Government Estates and to hand over the different units of administration to the respective departments.
7.	Instead of five territorial circles under the Forest Department there should be six circles. This will result in economy by way of reduction of posts of three divisional forest Officers and their Travelling Allowance, and an indirect saving of money in development works. This will also dispense with the necessity of the post of Additional Conservator of Forests, Working Plan Circle. Re-organization of the Forest Department in this manner will lead to better control and therefore, greater efficiency.	45,000 (recurring).	
8.	The transport work in the Forest Department should be given to some contractor with a view to do away with the vehicles maintained by the department for this work, which involves considerable expenditure to Government.	with savings cannot be worked out in the	

No.	Recommendations	Anticipated Savings (In one complete year)	Remarks	
1	2	3	4	

Rs.

## Judicial Department-

 Separation of the Office of the Chief Electoral Officer and that of the Legal Remembrancer from the Secre-stages. and that of the Legal Remembrancer from the Secre-tariat and payment to future entrants to those offices in the scales of pay admissible to the staff of the Heads of Departments of similar status.

#### Revenue Department-

10. Abolition of the organization of the Land Reforms Commissioner and its merger with the Board of Revenue. This has since been done. Before the amalgamation of the Land Reforms Commissioner's organization with the Board of Revenue, the Land Reforms Commissioner was entrusted with a heavy charge of duties which became too wieldy for him. In the interest of efficiency, the Land Reforms Commissioner's Organization should rightly be abolished and its work along with its staff transferred to the Board of Revenue.

No saving in the initial

11. Abolition of the 45 posts of Collection Officers, along with the staff attached to them. The collection work should be entrusted to Sub-Divisional Officers to enable them to exercise better supervision over the staff actually engaged in the collection work. There is no need for the continuance of the posts of Collection Officers side by side with the Sub-Divisional Officers.

1,40,000 (recurring) .. Government have already accepted this recommendation.

## Agriculture Department-

12. Government may retain only a few usar Land Blocks divernment may retain only a few usar Land Blocks and give the remaining ones on lease to private parties if possible, otherwise they should be given up altogether if there is an increasing loss to Govternment, have to incur appreciable expenditure per year on the staff and the contingent expenditure on the schemes for the reclamation of usar and eroded land. The receipts from the usar Parms run by the Government have not at all been commensurate with the huge expenditure incurred so far. 5,00,000 (recurring)

- 13. Abolition of the posts of District Agriculture Officer.

  There are at present 51 District Agriculture Officers in the scale of Rs.250—850. The work done by a District Agriculture Officer can be managed by an Agriculture Inspector of Group I who may be posted as District Agriculture Inspector of croup I, in each district instead of a separate District Agriculture

  Officer.

  1,68,000 (recurring)

  .. All the 51 posts are now gazetted in the scale of Rs.250—850.
- 14. Motor Vehicles in the Agriculture Department should be re-alloted suitably with a view to proper distribution and to bring down their number and consequently the cost of maintenance, upkeep and running charges. The existing number of vehicles, viz. 74 is excessive considering the requirements of the department. For instance, there are as many as four light vehicles and three heavy vehicles in the Government Agriculture College, Kanpur, itself. At the headquarters of the department at Lucknow, there are seven light vehicles and twelve heavy vehicles.
- An estimate of the saving can be framed only after the proposal has been given effect to.
- 15. The number of experimental farms should be reduced. ..
  There are 21 experimental farms and 24 Seed Farms.
  The gap between the expenditure on and income from experimental farms points out that if the Government are not to sustain heavy losses from year to year, the number of such farms has to be reduced in the imme-diate future.
  - 50,000 (recurring) approximately.
- 16. Abolition of one post of Deputy Director of Agriculture.

  Except for two Deputy Directors, one of whom is to be incharge of gardens and horticulture and the other to look after work at the headquarters, the remaining Deputy Directors should function on a regional basis, as in the past. There should be only four agricultural regions in the State, each being placed incharge of a Regional Deputy Director. There would thus be a reduction of one post out of the existing 7 posts of Deputy Directors.

10,000 (recurring)

No	o. Recommendations	Anticipated Sa	Remarks
<u></u>	2	( In one complete	year )
	-		
	Abolition of the post of Animal Husbandry Commissioner. That part of work of the Animal Husbandry Commissioner which should legitimately be the function of a Head of the Department should be transferred to the Director of Animal Husbandry and the secretarial work done by him should be performed by the Deputy Secretary (or Under Secretary) to Government in the Animal Husbandry Department.		
18.	The number of non-gazetted District Livestock Officers should be raised from 46 to 51 so as to provide for one non-gazetted District Livestock Officer for each of 51 Districts, and the number of gazetted District Livestock Officers should be reduced from 14 to 5, i. e. one for each region to be attached to the office of the Regional Deputy Director of Animal Husbandry.		
_	Retention of only one post of Chief Engineer in the Irrigation Department. There is hardly any necessity of more than one officer enjoying equal status and powers in a single department particularly when the Public Works Department and Power Department which have no less work-load are carrying on their work with only one or two Chief Engineers. There should be only one Chief Engineer and the remaining posts should not be filled up as and when the existing incumbents retire.	ulti mately.	At present there are four posts of Chief Engineers in Irrigation Department including one for flood works.
20.	Reduction in the number of heavy vehicles. The Irrigation Department is in possession of 496 heavy vehicles. If inspection of works, survey of sites, carriage of materials and tools and plants to sites of works is organized in a planned manner so as to prevent repeated inspections of work by the same set of officers, or different officers visiting the same site, it should not be difficult for the department to reduce the number of its heavy vehicles to about 400.	23	
21.	Reduction in the number of staff cars in the Irrigation Department.	<u>.</u>	Government have already implemented this recom-
22.	Reduction in the number of inferior staff attached to the Chief Engineer, Superintending Engineer, Exe- cutive Engineer, Assistant Engineer, Deputy Revenue Officer and Ziledars and Design Officer.	The extent of economy cannot be worked out.	mendation.
23.	Abolition of the post of Pump Engineer, who is no longer required in the Irrigation Department.	6,600 ( recurring)	This post has already been abolished.
24.	Stricter control over designing and planning of works before they are actually taken up for execution by the department. There is good deal of wasteful expenditure in the department on account of adoption of uneconomical and technically unsound designs. At least saving of 20 per cent can be effected if the designs are suitably modified.	50,000.00 <b>\$</b> .	
25.	Reduction of percentage of contingencies in the Irrigation Department. Government have already agreed to reduce the provision for contingencies for works from 5 per cent to 3 per cent in pursuance of the suggestion made to them by the Government of India. The existing rate of 3 per cent can be reduced further in so far as the Irrigation Department is concerned. It should not as a rule, exceed 2 per cent of the cost of the respective work.	1,00,000 (recurring).	
Polic	ce Department—		
26.	Disbandment of the Prantiya Rakshak Dal. There is no co-ordination between the activities of the Prantiya Rakshak Dal and those of Police Department and the former have outlived its utilities as an independent organization. The contribution of the Prantiya Rakshak Dal as an independent organization towards the maintenance of law and order is nil and so far as social and cultural activities are concerned, there are many institutions already in the field and the Prantiya Rakshak Dal have no distinctive role to play. The existence of the organization has created many problems regarding maintenance of law and order in the rural areas. The Prantiya Rakshak Dal should, therefore, be disbanded and its personnel absorbed in the Planning Department as village level workers, etc.	20,85,400 (recurring) (on the basis of provision made in the budget for the financial year 1956-57).	Government have already decided to disband the Prantiya Rakshak Dal, because of this a reduced provision of Rs.10 lakhs only has been made in the current financial year's budget.

No.	P. Recommendations	Anticipated Savings	D
	Recommendations	(In one complete year)	Remarks
1	2	3	4
		Ra.	
27.	Reduction in the number of Deputy Inspectors General of Police from 11 to 8. The Security problems in the Himalayan territory can be safely looked after by a Senior Superintendent of Police. Similarly, the branch of special investigation of corruption can be managed by a Senior Superintendent of Police instead of a Deputy Inspector General.	72,000 (recurring).	
28.	Stoppage of publication of the Police journal "Jan Sewak". Departments of Government should not publish their own journals separately but the Information Department should bring out a combined publication pertaining to all the departments of Government.	50,000 (recurring).	
	se Department—		
29.	Check against further decrease in Excise revenue. There should be no increase in the number of "dry" districts. It may be made clear to the Government of India that it would not be possible for the State Government to introduce complete prohibition in the State, particularly during the Second Plan period, unless the Government of India agreed to reimburse them (State Government) of the entire loss in the Excise revenue and the additional expenditure on the enforcement of Prohibition.	Extent of economy can- not be worked out.	
30.	The number of Assistant Excise Commissioners at the headquarters should at least be reduced by one and the officer thus rendered surplus should be absorbed in some other capacity by displacing a member of temporary staff in the chain of arrangements. There is little justification for having as many as seven Assistant Excise Commissioners at the headquarters of the Excise Commissioner.	7,000 (recurring).	
31.	Abolition of the posts of Prohibition and Publicity Officer, their staff and transfer of the work done by them to the Social Welfare budget.	2,42,000 (recurring).	
32.	Jali Department—  Economy in Jail administration by reducing jail population which can be done by introducing the following	35,00,000 (recurring).	
	measures:  (i) Introduction of the Intensive Probation Scheme,  (ii) replacement of short-term imprisonment by imposing suitable fines, (iii) quick disposal of cases of under-trial prisoners, (iv) opening of more open-air prison camps, (v) securing large number of premature conditional releases under the Pro- bation Act.	यने	
	Economics and Statistics Department-		
33.	The bulletin of the Economics and Statistics Department containing wholesale prices of various commodities, which is published every month at present, should be published in a more comprehensive form and only few copies of the bulletin should be prepared for supply to only such departments as actually require them.	Savings cannot be worked out.	
34.	Amalgamation of the statistical sections of different Government departments with the Economics and Statistics Department. Apart from complete lack of co-ordination among the different departments which are at persent engaged in the collection of statistics in their own spheres, there is overlapping of functions in as much as the data published by departments such as Labour, Agriculture, Transport, Irrigation, etc. are again re-published in the bulletin of the Economics and Statistics Department.	The extent of saving can be known when the details of the re-organized set-up are known.	
35.	Complete overhauling of the present system of publication of the monthly bulletins of the Economics and Statistics Department with a view to eliminating the publication of out-of-date statistics and late price figures and the replacement of the existing system of weekly surveys for the collection of rural statistics by annual random surveys of the rural prices and seasonal surveys of rural income. The system of surveys for the collection of rural statistics should be given up in favour of a system involving surveys interrupted by longer periods than at present. The existing system of weekly surveys involves a considerable waste of time and money. The conditions prevailing in Indiaa villages do not change frequently and for that matter, within a week's time. This will save Travelling Allowance and other expenses of Inspectors of the department.	10,000 (recurring).	

<b>57</b> -	Danaman J-41	Anticipated Savings		Domarka
No.	Recommendations	(In o	ne complete year)	Remarks
1	2		3	4
		Rs.		<del></del>
36.	Retrenchment of one out of the two posts of Assistant Directors in the Economics and Statistics Department. The two Assistant Directors are mostly confined to desk work only. The work at the head-quarters hardly justifies the retention of two Assistant Directors. One Assistant Director should do at least till the integration of statistical sections of various departments with the Economics and Statistics Department does not take place. Moreover, the introduction of the system of periodical random surveys instead of the weekly surveys by Inspectors would reduce much of the work of the department.	7,000	(recurring).	
37.	Reduction of the pay-scale of the Assistant Director from Rs.250—850 to Rs.200—650 per mensem. The nature of duties performed by Assistant Director is such as can be performed by a person without a technical training. In other words, it is a non-technical post.	3,000	(recurring).	
38.	Discontinuance of the special pays attached to the posts of Statisticians and Additional Statistician and grant of two increments to the acting Additional Statistician, if necessary. There is an anomalous position at present. The Statistician is drawing the maximum in the scale of Rs.250—850 plus Rs.250 as special pay, and is regarded as a technical expert. His subordinate the acting Additional Statistician who is more qualified and possesses a foreign degree in statistics draws only Rs.580 including the special pay of Rs.150.	4,800	(recurring).	
39.	The practice of making temporary short-term appointments in the department should be discontinued with immediate effect. The department appoints extra temporary hands for short term to cope with the additional work. The existing staff should be required to do the additional work which is of an occasional nature. After the adoption of the system of periodical random surveys, the Inspectors will get further relief in work and they will be able to take up more work of the department.	year's p	(recurring)  If of current rovision for y establish-	
<b>4</b> 0.	The Government of India should be asked to contribute half of the expenditure incurred on the collection of industrial statistics. The whole work of industrial statistics is done for the benefit of the Government of India who used to share 50 per cent of the expenses previously. This contribution has since stopped. It is but fair that the Government of India should contribute towards the expenditure on the collection of statistics which are used by them.	2,00,000	(recurring).	
41.	Panchayat Raj Department— Abolition of the posts of Panchayat Inspectors and transfer of their work to Naib-Tahsildars who may do it in addition to their own work.	8,64,000	(recurring).	
42.	Abolition of the posts of Assistant Panchayat Officers and District Panchayat Officers and transfer of their work to Sub-Divisional Officers (who will be able to perform the additional duty without any difficulty with the Lekhpals doing the work of Panchayat Secretaries and Naib-Tahsildars doing the work of Panchayat Inspectors.	1,75,000	(recurring).	
	COMMERICAL UNDERTAKINGS—			
43.	Government Precsion Instruments Factory, Lucknow—The Assistant Engineers in the Factory should be offered a suitable pay in the scale of Rs.250—850 per mensem after giving them proper training, so that further retention of the foreign hand as Workshop Incharge at the fixed pay of Rs.1,300 p.m. may not be necessary.	in the t already in the scale of so aboliti Worksho creation tant Engi	stant Engineers Factory are n receipt of pay in of Rs.250—850 and on of the post of op Incharge and of a post of Assis- neer in lieu there- result in a recurr-	

44. Purchase of unnecessary machinery that are likely savings cannot be worked to be lying idle should be avoided and whatever idle machinery has already been purchased should be disposed of without delay.

No	Recommendations	Anticipated Savings Remark		
	. Accommendations	(In one complete year)		
1	2	3	4	
		Rs.		
<b>45.</b>	Publications Bureau, Lucknow— Avoidance of losses sustained by the Bureau. According to the figures of receipts and expenditure, the Bureau has sustained a loss of over Rs.9 lakhs up to 1954-55. This is an alarming state of affairs. The losses should be minimized.	Saving cannot be worked out,		
46.	Recovery of outstanding charges. There is a heavy list of outstanding charges amounting to Rs.11,91,406 up to the year 1954-55, which has to be realized as arrears of subscription of the publication "Uttar Pradesh Panchayat Rajya". These charges should be recovered by persistent drives from the head-quarters of Government and free list of publications entirely cancelled.  Jail Depet, Lucknow—	Suspension of free list may result in some economy.		
47.	Abolition of the Jail Depot at Lucknow. The Jail Depot is an unprofitable concern and taking into account the uneconomic character of the Depot, it is unwise to spend money on such an organization, which should, therefore, be abolished and all its exhibits placed in the showroom of the U. P. Handicrafts, Lucknow.  Jail Industries in U. P.—	10,600 (recurring).		
48.	The foodgrains required for the prisons should be purchased through the Regional Food Controller of the region concerned. This will result in effective economy of a few lakes of rupees every year.  Government U. P. Handicrafts, Lucknow.—	Extent of saving cannot be worked out.		
49.	Amalgamation of the U. P. Handicrafts and the Handloom Production Divisions. There is no need to maintain separate "divisions" of the U. P. Handicrafts and Handloom Productions because there is only one institution for marketing the goods of both the divisions. This will be economical and will also result in increase in efficiency.	ac	ernment have already exepted this recom- endation.	
50.	Abolition of the post of Deputy Director of Industries in charge of U. P. Handicrafts work and certain other ministerial posts. The post of Deputy Director of Industries in charge Handicrafts work is superfluous. The work can very well be supervised by the whole-time Special Manager and the Joint Director of Industries in charge of Handicrafts work. The said post should be abolished forthwith along with, the ministerial posts of Superinintendent (General) Publicity Inspector and Sample Assistant in Sales and Agency Section.		recommendation has ince been accepted by overnment.	
51.	The expenditure on Travelling Allowance and other allowances in the U. P. Handkrafts is heavy and needs to be curtailed. There is no justification for paying any bouns etc. in the shape of honoraria to the staff, as the Handkrafts are running at a loss.	Savings cannot be worked out.		
52.	The provision made for "Miscellaneous Contingencies" is too much. It should be brought down by Rs.9,000 per year.	9,000 (recurring).		
53,	Stock position and reduction therein. Large stocks in the various branches and in main stores of Handloom and Artware products of the U. P. Handicrafts should not be allowed to accumulate and must be cleared off after quarterly reviews by the Special Manager and a limit of the maximum value of stock to remain in branches and in main stores should be fixed so as to avoid accumulation and consequential damage, write off and loss due to various causes.	12,000		
54,	Economy in expenditure on trucks, repairs and telephones etc. There are two trucks, one for publicity and the other for transport. Expenditure over their maintenance and running charges as also the expenditure over repairs, telephones, etc. is provided on a lavish scale. The provision for these services should be reduced by Rs.2,000.	2,000 (recurring),		
55.	Economy in the expenditure incurred on participation in the exhibitions, Melas, etc. A sizable portion of the Handicrafts budget is spent over arranging for its participation in various exhibitions all over the country. This results in heavy loss. Such wasteful expenditure can be curtailed. Quite often the Handicrafts participate in exhibitions in other States; one way to avoid expenditure in this regard can be to make a mutual arrangements with the Handicrafts organization of these States, if any, to allow the products of the U. P. Handicrafts a portion of their stall and arrange its display by their own staff.	Saving cannot be worked out.		

No.	Recommendations	Anticipated Savings	Remarks
140.	Recommendations	(In one complete year )	Kemarks
1	2	3	
		Rs.	

Secretariat Administration Department-

Secretariat Administration Department—

56. Revision of the pay-scales of the staff in the offices of those Heads of Departments who are also functioning as Secretaries to Government. The Secretariat staff deputed to the offices of the heads of Departments should be reverted to the Secretariat and they should be replaced by staff in the lower scales applicable to the offices of Heads of Departments. Future recruitment of staff in the offices of Heads of Departments should be in the lower scales, the higher scales being allowed only to permanent incumbents as personal pay to them till their retirement.

57. Reduction in the number of Assistant Secretaries.

The appointment of Assistant Secretaries proves to be more expensive and should be resisted. There should be some criterion for judging the necessity of a post of Assistant Secretary in all the branches of the Secretariat. If and when there is sufficient increase in work, the number of Under Secretaries who are imported from outside and who can do more responsible nature of work with lesser pay than most of the Assistant Secretaries, should be increased. increased.

Saving cannot be worked out.

- Transport Department-
- 58. Reduction in the number of Roadways staff in all the regions on rational basis to bring down the overhead charges. At present there is no uniformity in the proportion between the workload and the staff employed in the different regions under the Transport Department. The existing disparity in the strength of staff in the different regions should be removed and the overhead charges particularly on account of salaries of Roadways staff should be kept below the maximum limit prescribed. The be kept below the maximum limit prescribed. The "mela" drivers in the Meerut Region should be engaged for the duration of "mela" only,

4,00,000 (recurring).

59. Reduction in the dead and departmental mileage. While during the five years commencing from 1948-49 the earning mileage has increased only by 5 per cent, the increase in the dead and departmental mileage during the same period has been as much as 50 per cent. The dead and departmental mileage should be reduced by at least 3,00,000 miles. 1,50,000 (recurring).

60. Curtailment of transactions under the "Suspense Account". The original limit of Rs.15 lakhs prescribed before 1949-50 for transactions under the "Suspense Account" pertaining to the purchase of "Suspense scribed before 1949-50 for transactions under the "Suspense Account" pertaining to the purchase of stock of spare parts etc. has been steadily increasing in the subsequent years. Now it stands at Rs.115 lakhs. In order to ensure that public money does not remain locked-up unnecessarily, the net result of transactions under the head "Suspense" in any year should not exceed a debit of Rs.8 lakhs, and a more efficient system of raising credits and making realizations from other departments, for the parts supplied to them should be introduced. The limit for transactions under the head "Suspense" should be reviewed and reduced as far as nossible. should be reviewed and reduced as far as possible.

No saving, as a sum of Rs.5 lakhs only is provided under "Suspense" in the current year's budget in Grant no. 29.

61. Abolition of the post of Deputy Transport Commissioner (Technical). The expenditure on the technical section at the headquarters of the Transport Commissioner is capable of reduction by about 25 per cent, if the establishment of that section could be transferred to the Workshops and if the surplus staff could be retrenched. The post of the Deputy Transport Commissioner (Technical) together with his staff at the headquarters should be abolished and the post of Deputy Transport Commissioner (Workshop) should be amalgamated with the Central Workshop, Kanpur.

50,000 (recurring).

62. Abolition of the Automobile Technical Training Scheme. Since the Industries Department and several private Institutions in the State are already imparting technical training about automobiles, the Automobile Technical Training Scheme run by Transport Department is not necessary and it should be wound up.

22,000 (recurring).

63. Reduction in the strength of Assistant General Manager. Seven posts of Assistant General Managers, that is, one in each of the seven regions where there is a General Manager, should be abolished.

1.00,000

Remarks

4

N	No. Recommendations	Anticipated Savings
_		(In one complete year )
_1	2	3
64	Reduction in expenditure on the purchase of spare parts, The provision of Rs.73,80,000 for spare-parts is too much in view particularly of the fact that the Government Bus Service operates only on 317 routes in all. There should be a thorough checking of the genuineness of the requisitions for spare-parts and this can lead to a sizable saving in the connected expenditure. The provision for annual expenditure on spare-parts in the Transport Department should be reduced to Rs.50 lakhs only.	Rs. On the basis of a provision of Rs.79.23 lakhs made in the current year's budget, acceptance of the proposal would rscult in a saving of Rs.29.23 lakhs (recuring) per annum.
65.	Economy in expenditure over "Repairs and Renewals" provided in "Contract Contingencies" of the Roadways budget. There is appreciable provision for "Repairs and Renewals" and this is in addition to separate provision in the Transport budget for an identical item of expenditure. This is not justified. The two sets of provisions should be amalgamated and maximum possible economy should be observed in the expenditure on spare-parts, repairs and renewals.	1,00,000
	Printing and Stationery-	
66.	Economy in expenditure on printing of Secretariat files. The matter which is printed out of the files can be curtailed substantially by omitting irrelevant material. The expenditure on printing can be cut down further by printing the matter on both sides of the leaves.	Savings cannot be worked out.
67.	Avoidance of rush work. Considerable overtime wages have to be paid to complete the rush work like the printing of departmental reports, brochures etc. which are taken up late in the financial year during the budget session when there is already a great rush of work at the Press. This rush work is mostly due to defective planning. Utmost economy should be effected in the printing of departmental reports published during the budget session and rush work of all kinds should be avoided all the year round so as to economise expenditure on payment of overtime to the Press workers.	Savings cannot be worked out.
68.	Proper use of economy slips on the envelopes. In most cases the economy slips are pasted completely on the envelopes. They should be pasted properly so that the envelopes have not to be torn.	Saving cannot be worked out.
69.	Early return of proofs to the Press. The departments take a very long time to return the proofs (after examination) to the Press. Thus the type has to be kept standing. Such delays result in loss to Government. The proofs received by the departments from the Press should not be detained unnecessarily.	Saving cannot be worked out.
70.	In order to inculcate the habit of economizing expen- diture on printing of departmental work, all printing work done by Government Press should be charged against the department concerned.	Savings cannot be worked out.
71.	The number of forms of D. O. Letters and envelopes should be reduced.	Saving cannot be worked out.
72,	The departments publishing their own magazines should stick to the specifications prescribed. In the case of certain publications, the sizes of the magazines are fixed, but the departments concerned often departed from such specifications.	savings cannot be worked out.
1	Information Department—	
73.	Separation of the work of the Information Department from the Information Directorate, The combined organization should be relieved of the	can be formed a la

73. Separation of the work of the Information Department from the Information Directorate. The combined organization should be relieved of the Secretariat part of the work. If this is approved, then at the Secretariat level there need be only a Secretary, who need not be whole-time, and who may be assisted by a skeleton Secretariat Staff consisting of a Superintendent and clerks—the actual strength being determined in the light of references made and in consultation with the Information Secretary. No extra hands will be needed in this connexion.

An estimate of saving can be framed only when details of the setup after the separation are known.

Remarks

4

	56	
		Anticipated Savings
N	o. Recommendations	(In one complete year)
1	2	3
74	The Ministerial staff in the Information Department should be given the pay scales allowed to the staff in the offices of the Heads of Departments. Men belonging to the permanent cadre of the Secretariat in the office of the Director of Information should continue to draw their Secretariat rate of pay till such time as they revert back to the Secretariat. This pay should, however, be personal to them and should not be given to their successors or new incumbents.	An estimate of saving can be framed only when details of the setup often the separation are known.
75	Publicity sections in the departments of Police, Education, Excise, Public Health, Irrigation, Animal Husbandry, Food and Civil Supplies, Panchayat Raj and Transport may be integrated and merged with the Information Department. The Publicity by the departments which do not specialize on the subject is objectionable. An appreciable portion of the staff to be merged in the abovementioned departments will become superfluous. In its place one or two technical units may have to be added to the Information Department,	4,09,800 (recurring).
	Education Department—	
76	Abolition of Government Higher Secondary Schools. These schools should in due course be entirely run by private institutions. The maintenance of Government Secondary Schools cost Rs.93 lakhs annually. The general condition and the efficiency of the privately run institutions and their achievements in examination are in no way inferior to Government institutions.	5,00,000
77	Revision of the pay scales of Professors in Government Degree Colleges at Varanasi, Rampur and Naini Tal. These professors should not be allowed a scale higher than Rs.250—850. At present they are drawing pay in the scale of Rs.500—1,200 which is rather high considering the scales of pay of professors of similar status in private institutions.	61,200 (recurring).
78	Desirability of a stricter control over non-Government Training Colleges and abolition of Government Training Colleges, in future, when non-Government institutions are adequately developed. The idea is that the private institutions should be encouraged.	a saving of Rs.7-84 lakhs will be effected ultimately when all the Government Train- ing Colleges are abo-
79	Reduction of the number of Normal Schools for boys. Out of 59 Training (Normal) Schools 48 were for boys and eleven for girls in the year 1947-48. Now there is a normal school in each and every district and consequently the number of trained teachers has increased considerably. The normal schools for boys should, therefore, be reduced from 48 to 25, which should be able to cater to the needs of primary schools in the State.	10,00,000 (recurring).
80	Abolition of the Government College of Physical Education. Private institutions receiving aid from Government are already imparting physical training. Such private institutions should be encouraged and their diplomas recognized after prescribing certain minimum standard of training, etc. rather than Government maintaining a separate institution for the purpose.	41,800 (recurring).
81	Introduction of the scheme of specialization in non-Government Arts Colleges and Schools. Government have to pay large amounts each year to non-Government Art Colleges and Schools as maintenance grants. There is much duplication in work of these colleges and schools inasmuch as the same subjects are being taught in almost all the schools and colleges which involves unnecessary expenditure. If an institution specializes in one subject only, much of the expenditure which has to be incurred by many private institutions for teaching common subjects will be avoided, and this will go to reduce the demand of the institutions for maintenance grants from Government.	Financial implications will be clear after the proposed change has worked for some time.

82 Transfer of the control of Government Primary Schools in the merged states to the control of District Boards concerned and payment to them of a compensation equal to half the maintenance cost of the schools.

4,50,000 (recurring).

N	Recommendations	Anticipated Savings Remarks
		(In one complete year)
1	2	3 4
83	Abolition of the Committee for the promotion of scientific Research. This committee has not been serving any useful purpose.	Rs. 47,000 (recurring).
84	Discontinuance of the system of payment of honoraria by the Director of Education to his staff. There is no justification for the payment of the honoraria.	9,000 (recurring).
85	Curtailment of the scope of Reorientation scheme of Junior High Schools and Normal Schools. The entire Reorientation scheme should be dropped atonce but if that is not found feasible a reduction of at least 50 pet cent in its budget be made. The fragments of holdings attached to Junior, High and Normal Schools should be consolidated as far as possible and Government should take immediate steps to effect an economy in the scheme.	(Based on current years' is being financed by the provision less non-re-recurring allotment of at present.
86	Abolition of the Lucknow Camp Office of the Director of Education. There is no need for the Director to keep a Camp Office at Lucknow, as he is no longer exofficio Joint Secretary to Government, in the Education Department as he used to be in the past.	25,000 (recurring).
87	Reorganization of the Inspectorate of Schools by amalgamation of smaller units. The strength of Inspectorate of Schools has increased from 40 to 55. There is considerable difference in the number of educational institutions in the big and small districts and thus there is a great disparity in the volume of work in different Inspectorates. Except in KAVAL districts and in districts of Meerut and Gorakhpur, there is no need to have separate Inspectorate in each district. One District Inspector should have at least 40 institutions to look after and on this basis three or four lighter offices of District Inspectors should be amalgamated into one.	50,000 (recurring).
88	Abolition of all the five Regional Offices of the Deputy Director of Education. The Committee are of the view that the Regional Deputy Directors had no technical problems to be solved on the regional basis in as much as the District Inspector of Schools exercised wide powers in the district. The Committee further recommend that of the existing five Regional Deputy Directors, four should be posted at the headquarters to work on a functional basis.	58,000 (recurring).
89	Publication of the Education Department quarterly magazine "Shiksha" to be made over to the Central Pedagogical Institute and the post of Officer on Special Duty (Shiksha) and his office to be abolished.	18,000 (recurring).
90	Abolition of the post of Officer on Special Duty (Text Books) and the work connected with Text Books to be done by the Central Pedagogical Institute.	
91	Abolition of the post of Personal Assistant for Women's Education attached to the Camp Office of the Director of Education.	6,600 (recurring).
92	Abolition of the post of Officer on Special Duty in the Education Department of the Secretariat.	10,000 (recurring) The post has already been abolished.
93	Reduction in the strength of officers in the Education Department of the Secretariat. The entire structure of the Education Secretary's Branch needs to be reviewed by the Re-organization Commissioner with a view to suggesting a reduction in the number of officers.	Saving cannot be worked out.
94	Enforcement of an ad hoc cut of 10 per cent in the contingent allotment of the Education Department. There has been a progressive increase in the contingent expenditure of the Department, which is not fully justified. It is necessary to reduce the provision for contingencies.	11.77 lakhs (On the basis of current year's provi- sion 117.70 lakhs for contingencies under "37—Education.")
5	Co-ordination should be effected between the activities of the National Cadet Corps and the Provincial Educational Corps. Both the organizations impart military education to the students of Higher Secondary schools. In order to remove the overlapping in the activities of the two corps either the Provincial Education Corps should also undertake the training of the students of Universities and Degree Colleges or the National Cadet Corps should restrict its activities to these institutions.	13.83 lakhs (Based on the provision for N. C. C. included in the budget for the current financial year).

No	. Recommendations	Anticipated Savings	Remarks	
746	, Acommendations	(In one complete year )	Remarks	
1	2	3	4	
96	There should be an independent centralized agency for health programmes. Overlapping of activities exists in the programme of the Prantiya Rakshak Dal Bharat Sevak Samaj, Council of Physical Culture etc. Youth Organizations of the Prantiya Rakshak Dal and the Provincial Educational Corps have the same type of programme of sports and camps. The social service work done by Bharat Sevak Samaj is no distinct from similar work done by the Provincia Educational Crops. There is thus considerable duplication of work combined with lack of utter co-ordination among the different departments, engaged in the same sort of work. Identical work done by various organizations can be carried out by a centralized agency and thus much of the expenditure which is being incurred at present can be cut down.	can be framed after the proposed changes have worked for some time.		
97	Cost of transport of arms and ammunition to be recovered from fees. The Military Education Department are at present spending nearly Rs. 400 per year per district on petrol etc., used by the vehicles of the department in carrying arms, ammunition, stores, etc. which comes to Rs. 6,800 per year. This amount should be recovered from the games fees by charging one anna per month from every student.			
	Industries Department—			
98	The various schemes run by the Industries Department for the development of cottage industries should be made self-supporting as soon as the particular industry covered by it sufficiently develops. Some of the schemes in this connection are—Cutlery Scheme, Training cum-Production Centre, Quality Marking Scheme Glass Bead Industry, Leather Training Centre, Dyeing Houses, Sericulture, Lock Factory at Aligarh, Hill Wool Scheme, Dyeing factory at Mau, Blanke finishing factory and Gur Development Scheme. The success of the Industries Department largely depends upon the attainment of self-sufficiency in the various spheres of its industrial activity.	cannot be framed.		
	Finance Department	1777		
99	Need for stricter control and greater vigilence over contingent expenditure because this is an item of expenditure which is apt to be misused by most of the spending officers.	cannot be framed.		
	Sales Tax Department-			
100	The administration and collection of all taxes such as Sales Tax, Electricity Duty, Entertainment and Betting Tax, Registration and Stamps Duty, etc., should be centralized and the centralized organization should function under the control of the Board of Revenue.	tion l taken	steps in this connect ave already been by Governmen	
	Registration Department—			
101	Stopping further recuritment of Sub-Registrars. The expenditure of the department is 14 per cent of the total receipts in a year and this is quite high. As it is not possible to reduce the existing strength of the department, no further increase in the cadres of Sub-Registrars be made.	) 		
	Co-operative Audit Department			
102	Increase in the levy of audit fees. The total expenditure incurred on Co-operative Audit Organization exceeds the income from the levy of audit fees by about rupes six lakhs. While there is no scope for any reduction in the expenditure, the audit fee to be levied on the societies may be increased as follows—  (i) minimum audit fees should be fixed at Re. 1 in the case of primary societies;	<b>S</b>		
	(ii) branches of the Banks and the federation may be assessed separately from their head offices for purpuses of audit; and			
	(iii) there should be sliding scale for audit fees appli- cable to the bigger institutions instead of levying maximum as prescribed at present.			

No	o. Recommendations		Anticipate	d Sa	vings	Remarks
NO			(In one com	plete	year )	Remarks
1	2		3	<u></u>	4.4	4
	Government Estate Department—	Rs.				
103	Abolition of the post of Assistant Secretary-cum-Assistant Estate Officer. The expenditure of the Government Estate Department can be curtailed to certain extent if the post of Assistant Secretary-cum-Assistant Estate Officer is abolished.	11,000	(recurring)	••		has since been by Government.
	Public Works Department—					
104	Reduction in the number of Superintending Engineers by one and delegation of more powers to Executive and District Engineers. Executive Engineers may be empowered to accord technical sanctions to estimates of works up to the value of Rs.50,000 as against the existing limit of Rs.20,000. The headquarters of Superintending Engineers to remain where they are.	16,000	(recurring),			
	Agricultural Engineering Department-					
105	Abolition of the Agricultural Engineering Department and transfer of its functions to the other existing departments. This department has outlived its utility and has done little to justify its existence. It is expected that the entire work of the Agricultural Engineering Department can quite efficiently be done by other departments like Irrigation, Agriculture and Industries.		timate of sav not be framed.		function Engine to oth such Irrigati Depart	of the various ins of Agricultura ering Departments as Agriculture ion and Planning ments has already effected.



# APPENDIX 'B' List of Sub-Committes

Name of the Sub-Committee	Name of the Convener	Name of the Members	Departments allotted me	mber of etings eld
Sub-Committee "A".	Sri Siddique Hasan, I.C.s.	Sri M. M. Upadhyay.	<ol> <li>Appointment Department</li> <li>General Administration Department</li> <li>Secretariat Administration Department.</li> <li>Secretariat Record Department</li> <li>Confidential Department</li> <li>Legislative and Elections Departments.</li> <li>Government Estate Department</li> <li>Information Department</li> <li>Planning Development Department.</li> </ol>	1
Sub-Committee	Kunwar Guru Narain, M.L.C.	Sri Raja Ram	<ol> <li>Forest Department</li> <li>Harijan Sahayak Department</li> <li>Evacuee Property and Relief and Rehabilitation Departments.</li> <li>Revenue Department</li> <li>Judicial Department</li> <li>Public Health Department</li> <li>Medical Department</li> <li>Agriculture Department and Agricultural Engineering Department.</li> <li>Animal Husbandry and Fisheries Departments.</li> <li>Labour Department.</li> </ol>	2
			<ol> <li>Public Works Department</li> <li>Irrigation Department</li> <li>Transport Department (Excluding Government Bus Service).</li> <li>Electricity Department</li> <li>Forest Department</li> <li>Harijan Sahayak Department</li> <li>Relief and Rehabilitation and Evacuee Property Departments.</li> <li>Cane Development Department.</li> <li>Sri A. C. Mukerjee's Sub-Committee were I aunwar Guru Narain and Sri Paripurnanand</li> </ol>	
re-an	orted to the auto-com	minuces of Sarvasii K	aunwar Guru Naram and 511 Paripumanand	veniu
Sub-Committee	Sri J. P. Srivastava	Sri Kailash Prakash	Welfare and Miscellaneous Depart- ments.	
"D".  Note—This  its wo purna (with	Sub-Committee was la ork was re-allotted to nand Verma as Conve Sri P. D. Pande as C	ter on dissolved consethe remaining Sub-Conner) was re-named as Convener) as Sub-Con	1. Welfare and Miscellaneous Departments.  quent on the passing away of Sri J. P. Srivasta mmittees. The Sub-Committee "E" (with Srivasta Sub-Committee "D" and the Sub-Committee "E" The constitution and the department of the sub-Committee "E" are given below:	i Pari
"D".  Note—This  its wo purna (with	Sub-Committee was la ork was re-allotted to nand Verma as Conve Sri P. D. Pande as C	ter on dissolved consethe remaining Sub-Conner) was re-named as Convener) as Sub-Con	ments.  quent on the passing away of Sri J. P. Srivasta mmittees. The Sub-Committee "E" (with Sri Sub-Committee "D" and the Sub-Committee mittee "E" The constitution and the depart	i Pari
"D".  NOTE—This its wo purnar (with allotte  Sub-Committee "D".	Sub-Committee was la ork was re-allotted to nand Verma as Conve Sri P. D. Pande as C d to the renamed Sub- Sri Paripurnanand Verma.	ter on dissolved conse- the remaining Sub-Co- ener) was re-named as convener) as Sub-Con- Committees "D" and	ments.  quent on the passing away of Sri J. P. Srivasta ammittees. The Sub-Committee "E" (with Srivasta Sub-Committee "E" and the Sub-Committee "E" The constitution and the depar "E" are given below:  1. Panchayat Raj Department 2. Education Department 3. Finance Department and other departments under Finance department. 4. Home Department—Police and Jails 5. Economics and Statistics Department 6. Commercial undertakings 7. Public Works Department 8. Irrigation Department 9. Electricity Department 10. Transport Department 10. Transport Department (including Government Bus Service) 11. Food and Civil Supplies Department 12. Ecxcise Department. 1. Co-operative Department	i Par e "F tmen 2
"D".  NOTE—This its wo purnar (with allotte "D".	Sub-Committee was la ork was re-allotted to nand Verma as Conve Sri P. D. Pande as C d to the renamed Sub- Sri Paripurnanand Verma.	ter on dissolved consette remaining Sub-Conter) was re-named as Convener) as Sub-Con-Committees "D" and Sri Ram Gopal  1. Sri Nirmal Chand Chaturvedi, M.L.C. 2. Dr. Panna Lal	ments.  quent on the passing away of Sri J. P. Srivasta minititees. The Sub-Committee "E" (with Sri Sub-Committee "D" and the Sub-Committee "E" The constitution and the depar "E" are given below:  1. Panchayat Raj Department 2. Education Department 3. Finance Department and other departments under Finance department. 4. Home Department—Police and Jails 5. Economics and Statistics Department 6. Commercial undertakings 7. Public Works Department 8. Irrigation Department 9. Electricity Department 10. Transport Department 11. Transport Department 12. Ecxcise Department 13. Industries (Department 14. Local Self-Government 15. Local Self-Government 16. Local Self-Government 17. Local Self-Government 18. Industries (A) and (B) Departments (excluding Government Cement Factory and Precision Instrucments Factory).  4. Industries (C) Department (In relation to Printing and Stationery work).  5. Simplification of Fiancial Rules	i Par e "F tment

Name of the Sub-Committiee	Name of the Convener	Name of members	Departments allotted	Number of meetings held
	tu (e m E		tion of the unprofitable State Me nised Farms.	oli- cha- the di- re. adi- ent

# APPENDIX 'C'

List of co-opted members of the various Sub-Committees of the Economy Committee

Name of the Sub-Committee		Name of the Co-opted members			
1.	Sub-Committee "A"	• •	<ol> <li>Sri Abdul Hasan, Retired President, Court of Wards, U. P., 9 Rana Pratap Marg, Lucknow.</li> <li>Sri Suraj Din Bajpai, Mall Avenue, Lucknow.</li> <li>Sri Ram Sahay, I.A.S., Deputy Commissioner.</li> </ol>		
2.	Sub-Committee "B"		<ol> <li>Sri Suraj Din Bajpai, Mall Avenue, Lucknow.</li> <li>Sri Abdul Hasan, Retired President, Court of Wards, U. P., 9 Rana Pratap Marg, Lucknow.</li> <li>Capt. A. P. Bajpai, M.B.B.S., Reitred Director of Medical and Health Services, U. P., Shakti Sadan, Arya Nagar, Lucknow.</li> <li>Sri S. Krishna Rau, 1817 Ashok Marg, Lucknow.</li> </ol>		
3.	Sub-Committee "C"		<ol> <li>Sri Balbair Singh, Retired Chief Engineer, U. P. and Bengal P. W. D., (Irrigation) 23, Edmonston, Road, Allahabad.</li> <li>Sri S. N. Chakravarti, Retired, Chief Engineer, U. P., and Bengal, P. W. D. Ashok Marg, Lucknow.</li> <li>Sri P. C. Kanjilal, I.F.A., Retired Conservator of Forests, New Hyderabad, Lucknow.</li> </ol>		
4.	Sub-Committee "D"		<ol> <li>Sri B. N. Lahiri, I.P. Retired Security Advisor, Government of India, Ministry of Railways, (Railway Board), Balrampur House, 17 Katra Road, Kanpur.</li> <li>Sri Suraj Din Bajpai, Mall Avenue, Lucknow.</li> <li>Sri Ali Kabir Rizvi, Chahmehman CK. 42/12 Varanasi.</li> <li>Sri Gulab Chand Jain B.A., L.L.B., Advocate, Koolika Parmath, Kanpur.</li> <li>Sri K. V. Venkatram, Editor, Daily Telegraph, Post Box 259, The Mall, Kanpur.</li> </ol>		
5.	Sub-Committee "E"	1	Nil.		
6.	Sub-Committee "F"	1	Nil,		

## APPENDIX "D"

Extracts of replies received from the Heads of Departments in connexion with the proposal for effecting ten per cent economy in the expenditure of their departments, without impairing efficiency and without affecting Government policy.

Extracts from note of the Director of Medical and Health Services, U. P.

Thus it will be clear from the above facts and figures that it is not at all possible to effect even the least economy in the expenditure of the medical budget which essentially and unavoidably requires to be supplemented by additional funds in the interest of poor indigent patients, lest it would not be possible to carry out the affairs and maintain the standard which was being

maintained till recently.

Letter no. 15888 Medical, dated 29th July, 1954, of the Director of Medical and Health Services (Ayurveda), U. P.

I have no suggestions to offer to bring about a change in the present set up of the departments under my charge, which may lead to reduction in the present expenditure without impairing efficiency, in view of the fact that they are already running with very scanty funds and rather it is a difficult problem to maintain the desired standard of efficiency in their working with the funds Government have been providing for their maintenance. On the other hand, the departments of Ayurvedic and Tib under my charge are in immediate need of liberal grant of funds to bring about the desired standard of efficiency which they so badly deserve for this purpose. In view of these circumstances an economy of ten per cent in expenditure as suggested by the Economy Committee is not at all considered to be feasible in respect of the departments under my charge for reasons stated above in this paragraph.

Letter no. 1786/26-2(B), dated October 16, 1954, of the Conservator of Forests, Eastern Circle, U. P.

6. ..........It is not possible to reduce the expenditure further without seriously affecting the revenue in the future. As the expenditure in the Forest Department has been below the efficiency ratio for the last decade or so the present position of the Forest Department is most unsatisfactory. The buildings and roads are in a very dilapidated condition and need substantial repairs and extensions. So, the need is to increase the expenditure to the efficiency ratio.

3. The estimates for 1954-55 were already on the conservative side and further economy was not possible and could not be effected without impairing efficiency and without affecting Government policy.....

Letter no. 760|ST(RI) dated July 28|29, 1954, of the Costodian, Evacuee Property, U. P.

Ten per cent economy is not possible and if it is forced it is bound to affect the work which is being done by the organization. Recently for the intensification of an all round drive, further staff has been appointed and since the idea is to finish off the work quickly, any cutting down of the expenditure will defeat the end in view.

Attempt will, however, be made to effect economy in the items furniture, typewriters, books, periodicals, motor vehicles in use \* \* \* the exact amount that could be cut down cannot, however, be indicated. In no case, however, an economy of ten per cent is possible.

Letter no. H.D./14192/II-53/45, dated December 15, 1954, of the Director of Harijan Welfare, U.P.

3. No economy cut in the budget, as a whole, is possible due to the intensification and expansion of the various development schemes of this department. The need for strict economy without impairing efficiency has, however, always been given foremost consideration with the result that it has been possible to meet a substantial amount of the gross additional grant required from savings effected under other sub-heads in the budget.

Letter no. 5013/A-III-161, dated July 15, 1954, of the Labour Commissioner, U. P.

The bulk of the expenditure is still on the pay of officers, pay of establishment, allowances and honoraria. These are fixed and regulated by prescribed scales. There is, however, no case for reduction in the strength of the staff in this Department, and therefore, there is no scope for any further savings in the Department.

Letter no. 13950/B.R. (Ad)/143-A-53, dated July 17, 1954, of the P. A. to the Administrative Member Board of Revenue, U. P.

I am directed to enclose a statement showing the budget grants during the years 1947-48 to 1954-55 in respect of which the Board are either the controlling authority or the estimating authority

Point (3)—The expenditure has already been brought to the rock down level and there is no room for any further reduction without impairing efficiency.

Letter no. 13637/BR-Misc. Tr. 80(29), dated July 19, 1954, of the P. A. to the Administrative Member, Board of Revenue, U. P.

Point no. (iii)—The Board's budget relates to the "Pay" and "Allowances" of officers and the staff and as such there is no possibility of effecting ten per cent economy without impairing the efficiency in the administration. There has already been a very heavy retrenchment of staff in September 1951 and the already reduced staff of the Judicial Department at Allahabad is finding difficulties in coping with the increased work. Until the number of courts is reduced there is no scope for any further economy, but their number connot be reduced having regard to heavy arrears of work.

Extracts from the Note of the Director of Agriculture on the questions raised by the Economy
Committee

III. No room for further economy—This department has already contributed more than ten per cent to the economy drive in recent years. The staff sanctioned for and employed on the existing schemes is the barest minimum. The contingent expenditure too has been vigorously cut down, as possible............

Further substantial reduction cannot be effected without impairing efficiency.

Letter no. 1177/AHC-88/E-1954, dated August 11, 1954, of the Animal Husbandry

Commissioner, U. P.

Letter no. 9049—I-B—108-B—22-A/Economy, dated August 9, 1954, of the Chief Engineer, Irrigation Department, U.P.

All possible economies have already been effected and further reduction is only possible by cutting down correspondingly the work expected from the department. If neither efficiency nor the extent of work is to be sacrificed, economy would only be possible by cutting out wasteful expenditure if there were any. As it has not been established that wasteful expenditure to any appreciable extent is being incurred in this department the question of effecting an arbitrary percentage reduction in the expenditure of the department does not arise.

Letter no. III/B-38-54, dated June 29, 1954, of the Inspector General of Police

.....no concrete suggestion can be made for reducing the present expenditure on the Police Department without impairing efficiency. The present set up is the minimum required to maintain the present standard of law and order. ......it is not only impossible to effect any further economy in the Police budget but on the contrary it will be necessary to approach Government for a supplementary grant in order to provide for the existing staff during the present financial year.

Letter no. 9897/XV-433, dated July 14, 1954 of the Excise Commissioner, U.P.

2 (ii) The excise budget from year to year, has been so tightly framed that there is hardly any room for further reduction or saving without jeopardising the revenue and impairing the efficiency of the department.

There is a great need of expansion in the Excise staff of the Pradesh for preventing leakage in revenue. But the new schemes for increase in staff sent to Government have perhaps been put into cold storage for want of finance. There is no scope for reduction in the staff, as it would mean false economy and would jeopardise excise revenue, which is a main stay of financing expenditure of many departments.

The expenditure on contingencies and travelling allowance have been reduced to minimum by Government in the recent years inspite of expansion of the department and cannot now bear any further cut without impairing efficiency and leading to much heavier decrease in Excise revenue.

Letter no. 80228-BA, dated July 14, 1954, of the Inspector General of Prisons, U. P.

......it is not possible to effect economy of ten per cent in the total expenditure of the department. This question was also thrashed out last year. This year the system of purchases by inviting tenders has been introduced. In recent weeks there has been some tendency for prices to fall and if the population does not increase, it may be possible to affect some economy but it is not possible to foresee what this percentage would be.

Letter no. 3-85-54/90—3-54, dated July 13, 1954, of the Joint Director of Panchayats, U. P.

.....in view of the financial stringency and the appeal of the Chief Minister the budget for the current financial year was prepared with the upper most consideration for economy and has been kept so tight that there seems no possibility for effecting any further economy without impairing efficiency. A reduction of eight per cent over the provision of the previous year has already been made under the sub-head "contingencies".

However, if the Government is so hard pressed that it may consider it absolutely necessary to impose reduction in the budget of this department, it may be suggested that the implementation of the Panchayat Audit Scheme which has been sanctioned this year may be postponed for a year more.

Letter no. 2517—A, dated July 12, 1954, of the Transport Commissioner, U. P.

Transport department is new department, the activities of which are increasing day by day, yet Government have already curtailed our original estimates under all the sub-heads including "Pay of—Establishment" during the current financial year.....if any further cut is imposed on the expenditure it will adversely affect the efficiency.

Letter no. ORK/881, dated July 3, 1954, of the Superintendent, Printing and Stationery, U. P.

Ever since the formation of Rudra Committee inquiring into the ways and means for increasing efficiency and effecting economy etc. the matter has frequently been engaging the attention of Government as a number of committees were subsequently formed. Thus there have been enough efforts in this direction and the proposals given effect to. As such, I have a feeling there is no avenue left now for us to find out a further redress.

(iii) A number of registered stock forms is issued to public free and as such there is always a waste. If the forms in question are issued against a nominal price to be fixed it will not only reduce the abnormal demand of such forms but will also add to the receipt of Government Revenue.....

Letter no. II-15-54, dated July 15, 1954, of the Administrative Commandant, Prantiya Rakshak Dal, U. P.

The budget has already been reduced so much that it has affected the efficiency of this department.

Letter no. 2282/F-I-36, dated July 25, 1954, of the Director of Cottage Industries, U. P.

Instead, keeping Government policy and efficiency in view, I may have to come forward for additional expenditure......

\* \* \* \* \*

Letter no. B—I—4060/ST, dated July 9, 1954 of the Commissioner, Sales Tax, U. P.

A reduction of ten per cent in expenditure which would amount to over Rs.2 lakhs a year is not possible.

I would however, suggests-

- (a) that the Land Reforms Commissioner should be made responsible for the collection of outstanding arrears through his own staff. That would cut down the expenditure of about Rs.10,000 per annum which is being incurred on the extra staff employed for the purpose.
- (b) if about ten assistant Sales Tax Officers were permitted to do cases upto Rs.1,00,000 we could effect a slight reduction in expenditure.

Letter no. 227/C-54/XIV-92, dated August 6, 1954 of the Inspector General of Registration, U. P.

Resolution no. 2 (iii)—It is not possible to effect ten percent econon y in the expenditure because of the following reasons:

(a) There is no extravagence in the departmental expenditure which is based on barest needs and actual calculations. (b) There can be no reduction in the existing staff, which on the other nand has to be further strengthened as the work in the Headquarters office has increased by 66 per cent since 1947 and by 12 half per cent in the subordinate offices due to the abolition of Zamindari system in 1952. Government will be addressed separately for increasing the clerical establishment of the Headquarters office and of subordinate offices for opening more registration offices and replacing the part-time Sub-Registrars by regular Sub-Registrars. I may also add for the information of Government that the income of the department has also increased by 80 per cent......

Letter no. 58/Camp, dated August 5, 1954 of the Examiner, Local Fund Accounts, U.P.

4. As already explained.....there has been very little increase in the net expenditure of this department and so the question of effecting of a ten per cent reduction of expenditure does not arise.

Letter no. 544 E. G. dated July 2, 1954 of The Chief Engineer U. P., P. W. D., B and R

The only permanent items of expenditure of a recurring nature are (a) maintenance of roads and (b) buildings. These have already been cut down to some extent and further reduction in these is not possible without seriously impairing the conditions of roads.

The ten per cent cut in expenditure proposed by the Economy Committee is not feasible as it would mean reduction in expenditure over establishment as reduction in works is not true economy.\*\*\*\*

The ten per cent reduction in existing establishment of the department will, if given effect to, result practically in the abolition of four divisions alone with its staff and will mean less construction work.

Considering the above aspects the Committee's suggestion for effecting a ten percent economy in the expenditure of the department cannot be considered to be feasible without impairing efficiency and without affecting Government policy.

Letter no. 15624 AC-56, dated of June 7, 1954 of the Chief Engineer, Local-Self Government Engineering, Department, U. P.

3. A great deal of attention has already been paid to effect economy in expenditure without impairing efficiency and without affecting Government policy. The headquarters of several Assistant Engineers have been shifted to the site of major works in order to increase efficiency in supervision and to minimise the expenditure on frequent visits to the works under their charge. This is resulting in some saving under travelling allowance. Owing to increased construction works undertaken by the Department, more sub-offices have been required to be opened at site of works, and with the exception of one office all the seven main offices occupied by this Department also, are housed in rented buildings, and considerable expenses have to be incurred under "office contingencies" in the payment of office rents. The expenditure on this score can be minimized to a great extent, if the main offices are accommodated in Government owned buildings. No reduction in expenditure on other items under "office contingencies" namely, advertising charges, calling for tenders for construction works, telephone rents and frunk call bills, service postage stamps can be possible without seriously impriring efficiency.

This department is already under-staffed; as a matter fact more staff is needed to cope with the increased works. Extra staff is being included in the schedule of new demands since last few years but it has not yet been sanctioned with the result that it is affecting efficiency and also the revenue.

Letter no. 3410/E-38TP/1954, dated July 2, 1954, of the Town and Village Planner to Government, U.P.

(iii) It is not possible to effect any economy in the expenditure of the department. The activities of the department are multiplying each year, though there has not been any increase in the sanctioned staff since the year 1950-51, with the result that all the officers as well as the staff find it difficult to cope with their present work.

Letter dated June, 1954, of the Registrar, Co-operative Societies, U. P.,

(iii) The expenditure in the department has been reduced to the minimum and there is no scope to effect any further economy particularly when the department is still expanding from year to year in connexion with the Five-Year Plan.\*\*\* Additional staff will be needed to cope with the expanding work. The expenditure of the department will thus naturally increase and no economy can be suggested.

Letter no. E-502/14225, dated July 2, 1954, of the General Manager, KESA

(iii) In a commercial undertaking, such as this administration, which obtains its revenue by producing and selling "gcods" and services, a cut is not possible without a much greater loss in revenue.

Letter no. 421/C, dated 29 June, 1954 of the Cane Commissioner, U. P.

(iii) It is not possible to effect any economy in the departmental expenditure without impairing efficiency. The departmental budget for the current financial year is already very tight. In fact there is an under provision to the extent of almost Rs.3.0 lakhs and I am at a loss to find out ways and means to meet it out of the present budget. A reference in this connection has already been made to Government ...... It will thus be seen that there is no room for economy in the departmental expenditure.

Letter no. 732/SC-XIX-Acctt. 1/54-55, dated September, 1954, of the Sugar Commissioner, U. P.

(iii) It is not possible to effect any economy in the departmental expenditure without impairing efficiency as the budget for the current financial year is already very tight.

선생님이 사이다

# PART-II



# Reports of the various Sub-Committees of the Economy Committee

# **CONFIDENTIAL**

No. 5065/E. C.

CONVENER, SUB-COMMITTEE "A" FEONOMY COMMITTEE Lucknow, July 29, 1955.

My DEAR SIR,

I enclose herewith the draft recommendations of the Sub-Committee "A" (6 spare copies enclosed). The responsibility for some of the recommendations is entirely that of the Convenor. Kindly go through them and let me have your views on these recommendations latest by the 15th of August, 1955. In case no observations are received by that date it would be presumed that you agree with these recommendations.

2. The spare copies are meant for use by your officers, Kind regards.

Yours sincerely, S. S. HASAN.

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All District Magistrates, Collectors in charge of the Divisions, Commissioners of the Divisions.

All Members of the Economy Committee, Land Reforms Commissioner, Administrative Member, Board of Revenue.

सन्धमेव जयते



# Introductory

We wish to make it clear at the very outset that we have approached the problem fundamentally from a view different from that usually accepted. We have not interpreted the word "economy" as merely meaning saving in the terms of money. To our mind "economy" means making the best use of human and material resources available to the State. It is from that point of view that we have approached the problem and have made our recommendations. It will, therefore, be found that in some cases instead of reduction of posts and reduction in expenditure, our recommendations involve increase in expenditure. We are, however, confident that even this increase in expenditure will give us results which will not only be commensurate with the enhanced expenditure incurred but will also be more beneficial to the administration and will render the State better service.

Yet another point which we would like to clarify on this subject is that our recommendations are modelled on the accepted policy that our State is a Welfare State. Consequently, in discussing General Administration, we have confined our recommendations not only to the official side but have also made an attempt to cover non-official side. Various reports are available on Re-organization, Economy, etc. including the report of the Disciplinary Proceedings Inquiry Committee, which has been adopted by Government and in which various recommendations about the streamlining of the organization of the official and non-official sides have been made. We fully subscribe to the views expressed therein but we feel that the non-official side requires greater attention. We consider that in Welfare State the non-official side is just as important as, if not more than, the official side.

#### Non-officials

For our development work as well as for administrative purposes the need for non-official co-operation has already been realized. Various bodies have been set up by different departments for the purpose. The Land Management Committee, the Village Defence Society, the Block Development Association, the Block Advisory Committees, Panchayats, etc. can be cited as examples. It is, however, a common feeling among the witnesses whom we have examined and the view is supported by the contacts we have made that non-official co-operation in full measure is not attainable at any of these stages. The question is to find the reasons for this short-coming and then to rectify the situation.

We are of the opinion that to develop healthy non-official co-operation it is necessary to create the proper psychology and the necessary spirit in the masses which will lead non-official bodies taking active and intelligent interest in the development work of the country. In our opinion, the reason for the lack of the proper psychology is that we are unable to entrust full responsibility to non-officials at various stages for fear of the power being misused. We realize that in the early stages the chances of the misuse of power are present but this is the usual risk which is involved in all experiments and like every other experiment risks have got to be taken. It is not, however, our desire to go into the details of the suggestion for every department. We consider that we should make our recommendations only about the policy that should be adopted by the Government and if our view prevails then in the light of the policy so settled the various departments should be required to work out the details.

In a nutshell, our recommendation is that at every level utmost use of the non-official resources available should be made in order to make them feel that they are performing an important function of the State. Specially selected non-official bodies and individuals should be given important places of responsibility at every level of administration.

It has been mentioned to us that at the present stage the non-official bodies particularly at the village level have got neither the training nor they are equipped for taking up the responsibility. We have considered this point and we regretfully admit that in most cases it is true. It is, however, essential that we should develop the sense of responsibility in our youth. We need hardly make any attempt to prove the point that to achieve the best result from the national point of view it is necessary to "catch them young". In our opinion the best way of doing so is to have a boy scout or Seva Samiti in every Primary, Junior and High Schools and P. E. C. and N. C. C. in colleges and universities. Similar organizations should be provided for rural youths in rural areas.

# Four "H" Club, U. S. A.

In this connexion we may draw the attention of the Committee to the "Four H Club" organized in America and a beginning of which has been made in our own State in the shape of "Yuwa Dal" Movement in the Planning Department. We might mention that our recommendation visualises such organizations both for boys and girls.

# Panchayat Volunteer Force

In passing we may make a reference to Section 240, U. P. Panchayat Raj Act of 1947 which provides for the maintenance of a Volunteer Force by the Panchayat. The function of this Force include watch and ward of the village, execution of schemes relating to Public Health, etc. and with the sanction of the prescribed authority can include all development activities.

We recommend that this provision should be utilized to associate the people with our development phases. Strictly speaking, this is not a province allotted to us and therefore we refrain from elaborating on this point. If the Committee accepts this recommendation the details will have to be worked out by the departments concerned.

#### **Incentives**

We are also of the view that in achieving these results incentives play a very major part. Incentives can be of various forms and have their own effectiveness at various levels. We are of the view that the provision of a uniform is one of the most potent incentives for an organization to create the spirit of co-operation. It is the experience of some of our members that the lack of uniform for such bodies, like P. R. D. has to a very great extent impeded the progress of the organization and at any rate has not achieved the desired result. We, therefore, recommend that for all these organizations a uniform, if not prescribed already, should be prescribed and ways and means should be found to provide uniform to every member. In some of the districts, Rakshaks of the P. R. D. have been provided uniform at the cost of the Panchayats either in part or in whole. In this connexion it may be mentioned that in our opinion the village level worker of the P. R. D. should be made full use of. Besides uniform, ribbons and medals should also be used for decoration. We also feel that another potent incentive will be to make public recognition of services rendered by the members or by non-official members.

## **Public Appreciation**

We also feel that some system should be devised of publicly recognizing prolonged and devoted service to the State both by paid servants of the State and honorary workers and also for work of public utility undertaken by honorary workers at their own expense or handsome contribution made for such works by philanthropists. With the introduction of an elaborate and often ineffective procedure for dealing with inefficiency and absence of any method of recognizing and rewarding merit, good work and devotion to duty, incentive for display of such quality in public service has ceased. The present tendency among generality of Government servants is to do just so much as and no more than, may be necessary to escape trouble.

Private individuals are unwilling to part with their wealth and savings or to spare their time and energy for the welfare of the State in spite of propaganda and appeals, as they do not get attracted by the possibility of appreciation or recognition of their services and efforts.

# Titles of Decoration

Conferment of titles and decoration would be the least costly and the best method of providing the necessary incentive for such recognition and rewards. We, therefore, recommend the system of public recognition of services rendered not only by the Union Government but by the State Government at all levels should be worked out. We are of the view that the old system of giving letters of appreciation by the Collectors, Commissioners and Governors and also the awards of medals and titles should be revived.

# Presenting of Fire-arms

In this connexion we may also point out that the system of presenting fire-arms for bravery or for public services should be adopted. Our information is that Government is spending money for maintenance of the stock of fire-arms stocked in the Malkhanas. Incidentally, our suggestion if implemented will reduce this expenditure and the ultimate cost to Government will not be very much. Similarly, the privilege of exempting from licence-fee, life licences, etc. for arms should again be introduced. Among other incentives concessions for supply of improved seeds, or preference in giving permit for controlled articles can be included.

### Preference in Public Service

We also recommend that some sort of preference should be given in the matter of admission into public service to families of persons who have rendered conspicuous services to the State. This can easily be done by laying down in the rules of recruitment that certain percentage of marks should be allotted for family service to candidates who belong to such families. This system proved to be of great incentive to private persons in rendering loyal service to the Government under the British regime, and we see no reason why the same system should not be encouraged now in the interest of the service of our own State.

# Public Denunciation of Dishonesty

The above measures should be accompanied and supplemented by a suitable method of denouncing publicly dishonest and selfish behaviour on the part of any individual associated with any public activity like a member of a Panchayat, Gaon Samaj, Co-operative, Land Management Committee, etc. The constitution of such bodies should be revised so as to make dismissal, removal and public denunciation of misconduct possible. As regards the public denunciation we suggest that when any member has to be removed for misconduct, a public meeting should be called at the locality by an officer of the Government at which the dismissal or removal should be announced and reasons therefor stated.

# Village Level

At the village level we have got several institutions and we do not propose to supplement them. In fact, we are of the view that in the present set-up there are too many public institutions at the village level. There is, for example, the Land Management Committee, the Gaon Panchayat, Gaon Sabha, and the Village Defence Society, in most of the villages. A general review of these bodies leaves the impression that it is practically the same set of persons who work on all these institutions. We consider that such multiplicity of organizations at the village level not only creates confusion but unnecessarily fritters away our national energy. We, therefore, recommend that

so far as possible there should be only one organization at the village level and no more. We see no reason why the Land Management Committee should be different from the Panchayats of the village. Furthermore, we see no justification for a village Defence Society as distinct from the Panchayats. We would have gone further in making a recommendation that even a Cooperative Society at the village level should not have a separate existence but we realize that a Cooperative Society is set up with a definite economic purpose and as such it may not be possible for that body to take up either Land Management or village defence work, or, for the matter of that Panchayat work. We, therefore, think that at the outset there may be two organizations at the village level one dealing with the work of multi-purpose co-operative societies and the other dealing with land management, village defence and general development.

## Tahsil Level

Coming to the tahsil level, we find that there is no constitution provided for the Tahsil Development Committees. In some districts unofficial Tahsil committees exist. We are of the view that a Development Committee at the tahsil with S. D. O. as the Chairman and the Tahsildar as the Secretary and with a number of non-officials as its members should be set up on a uniform pattern throughout the State. We have also noticed that for every NES block, there is a Block Advisory Committee. In the Community Project the same body is known as the Project Advisory Committee. In some districts the constitution of such committees is such that a block is not confined within the limits of a revenue tahsil with the result that the S. D. Os. do not know as to which particular should be the President of the Committee. We understand that lately instructions have been issued that the Blocks should not overstep the boundaries of the tahsil. We suggest that in those areas where this abnormality exists steps should be taken to redefine the blocks in such a manner that no block falls in more than one tahsil.

We also find that in the Block Advisory Committee, there is provision for the co-option of only one non-official worker as the member of the Committee. Other non-official members are the Chairmen of the Co-operative Societies, Pradhans, Sarpanches, etc. In a number of cases it has been seen that non-official workers working in the interior area, who do not happen to belong to the categories mentioned above are left out. We recommend that the constitution of these committees should be so amended as to enlarge the number of co-opted members.

The membership of the Committee may not necessarily be confined to non-official workers resident in the area but may also be extended to persons interested in the development of the area though not residing therein.

# District Level

At the district level there exist the District Planning Committee which have the overall responsibility of the development of the district. The recommendations of the Block Advisory Committee and the Project Advisory Committee made to the D. P. C. for approval are in the very large majority of cases given as a matter of course. We consider that this unnecessarily burdens the D. P. C. with extra work and the problem can with advantage be solved if the powers can be delegated to the Block Advisory Committees.

We also recommend that for facility of the work of the D. P. C. it may be empowered by Government to authorize its Chairman, that is, the District Magistrate, to sanction the grants for works up to a specified ceiling subject to the formal approval of the D. P. C. subsequently.

# Village Level Workers

So far as the villages are concerned, most of the Government departments have got their village level workers, Panchayat Secretaries in the Pahchayat Raj Department, Co-operative Supervisors in the Co-operative Department and Lekhpals in the Revenue Department, etc.

The village level workers of the Development Department are posted in N.E.S. and C. P. blocks. In the rest of the areas they do not exist. The duties of these workers comprise of the implementation of all the development programme in the fields of Agriculture and Animal Husbandry, Co-operative, Public Health, Panchayats and Social Education, including the mobilization of man-power, organization of non-official bodies like "Yuva Dal".

The duties of the Panchayat Secretary comprise of the following:

Maintenance of various registers including birth and death register, voters' register, secretarial work of the Panchayat Adalats, tax registers and various other registers.

The Panchayat Secretaries are also expected to work in the whole field of development.

The duties of the Lekhpals are to maintain village record which consists of (a) Khetauni, (b) Khasra, (c) Maps, and (d) Jamabandi, besides Lekhpals are concerned with (e) preparation of compensation and rehabilitation rolls, and (f) work of consolidation in those areas where scheme is in force.

### Panchayat Secretary

Taking up the Panchayat Secretaries' work first we find that he has to act as the Secretary of the Panchayat Adalat. Considering the number of cases which the Panchayat Adalat on an average has to dispose of, which according to our information is not more than a dozen cases a month, we do not consider that it should take him more than 3 hours per week. He has to attend the meetings of the Gaon Panchayats held once a month. Even assuming that a Panchayat Secretary has got about 5 Gaon Sabhas in his charge, the total number of days that he spends in these meetings is not more than 5 in a month. As these meetings do not take more than a couple of

hours, the Secretary will have ample time even on those days when he attends these meetings for the development work and for any other work of the village. The maintenance of birth and death register need hardly take more than 15 minutes of the Secretary's time at each visit of the Secretary to the village.

We are of the view that this work can easily be taken away by him if the Panchayat Adalats are authorized to employ clerks on a monthly honorarium of say Rs.5 a month. In some districts it has been suggested that this remuneration is too small to be attractive for anybody. We, however, suggest that if the meetings are held on holidays, the primary school teachers can easily be employed for this work on the above honorarium.

The most important work of the Panchayat Secretary is the preparation of the tax register, but as that is only an annual feature we consider that about a week in a year per village is sufficient for this work. Assuming that he has about a dozen villages in his charge this work will not take him more than 12 weeks. We realize that from time to time the Panchayat Secretary has to devote considerable time towards the collection of taxes but we are of the view that this activity can be dovetailed with other activities connected with the village.

It will thus be seen that the pure Panchayat work of a Panchayat Secretary need not take him more than 15 weeks in a year.

## Lekhpals

So far as the lekhpals are concerned their duties have already been enumerated above. The preparation of compensation statements and the consolidation of holdings work are passing phases and we expect that this work will be over in the near future. After this work will be over the main duty of the lekhpal will be the maintenance of village records only. With the simplification of land tenure system the important village record that he has to prepare and maintain are only four, i.e. Jamabandi, Khetauni, Khasra and Map.

So far as the Jamabandi is concerned the charges therein are very few and in fact we do not consider that they will be more than ten per cent in a year. We understand that at the present moment the lekhpal has to prepare the whole Jamabandi in three copies, one of which is supplied to the collection officer of the district. We consider that it is unnecessary for the collection officer to have Jamabandi of each individual village. He should be content with the abstract statement supplied from the Tahsil.

Similarly, in the Khetauni and the maps, the changes from year to year are not very many and we do not consider that it would be necessary for the lekhpal to prepare these documents in full every year. It will be sufficient if these documents are prepared every three years or even every 4 years.

If the suggestions put forward are accepted the work of the lekhpal will be reduced considerably from the volume of the work done at the present moment. Sri Abdul Hasan who has a very vast and intimate knowledge of this branch of work is of the view that if at the village level one official is made responsible for the duties which are at present being looked after by the lekhpals, village level workers and Panchayat secretaries, the standard of land records and their correctness are likely to deteriorate still further. In his opinion, lekhpals should be left exclusively to be responsible for the preparation and maintenance of correct registers relating to land records.

We may mention here that one of our senoir collectors informed us that he had proposed to the Government on his own that the post of Panchayat Secretary and the Lekhpal should be merged. To the objection that if the Lekhpals who have coercive powers were also entrusted with the development work an element of coercion was likely to be introduced into the development work, the collector was of the view that the powers of the lekhpals to coerce people had been greatly reduced owing to so many restrictions imposed. Consequently he thought that there was no fear of the authority being abused for development work.

One of us thought that this will be more in line with the latest Government policy whereby the revenue staff has been brought in alliance with the development work-more definitely.

The majority of us are of the view that the work of development and that of land records can with advantage be given to one person at the village level.

In the light of what we have stated above our recommendation is that at the village level only one person should be in charge of Land Record, Panchayat and of development work excluding co-operative work. We are also of the view that if our recommendations are accepted the present charge of the Panchayat Secretary and of the Lekhpal will have to be considerably reduced. On an average there are about 8 or 10 villages with the Panchayat Secretary and a similar number or perhaps less with the lekhpal. We suggest that this charge be reduced to 5—3 villages.

At present there are about 66,000 villages in the whole State covered by the following village level staff:

Village Level Work	cers of Develor	pment Depa	ar <b>t</b> ment	• •	• •	0	940 r 1,000 (round).
Panchayat Secretar	ies	••	••	••	••		8,543
Lekhpals	••	••	••	••	٠		18,000
			•		Total	••	27,500

After the area of operation of village workers is reduced to three villages the total strength of the village level workers required will not be more than 22,000. Thus in our opinion, there can be a reduction in the number of V. L. Ws. to the extent of 5,500 at least. In computing the number we have not taken into account village level workers like Agriculture supervisors, stockmen, etc.

## Cane Department

We feel that the most important department in this connexion is the Cane Department which takes up the development work in its area with particular emphasis on Cane. In the informal discussion with some of us the Cane Commissioner expressed the view that the activity being very important better be not tacked on to the general development. We are inclined to agree with this view.

We are also of the view that this integration will not only result in economy in expenditure but will also streamline the administration with considerably more efficient discharge of the functions.

We are fully alive to the fact that the present calibre of the V. L. Ws. is not of the standard required for the multipurpose work that we are visualizing. It will be necessary to make a selection from the present staff as well as provide training in the multipurpose work for future recruits. We recommend that honorary workers like P. R. D. Rakshaks who may have the necessary educational qualifications, may be given preference in the recruitment of village level workers.

The Committee is conscious that complete integration of the three functionaries mentioned above may not be possible at this stage. It puts forward this point of view because it feels that Government policy must move towards this integration. It also recommends that as the first step Government may integrate the functions of the Panchayats, Gaon Sabhas and of the Development Department into one person in the National Extension Service Blocks that exist.

# Group Level Workers

We find that each department has its own set of officials. For example, there is a Panchayat Inspector for the Tahsil, there is also a Co-operative Inspector, the Agricultural Inspector, the Gur Inspector, Cane Inspector and Supervisor Kanungos, etc. The Committee understand that pooling of group level workers has been disapproved by Government in spite of reports of the D. Ms. in certain districts, where it was tried for periods ranging from one to two years. The Committee feels that the pooling of group level workers of certain key departments like Agriculture, Animal Husbandry and Co-operative would tend to improve efficiency of work by streamlining the organization and defining clearly the chain of command and territorial responsibility. In our opinion, a total strength of 1,300 group level workers throughout the State at the rate of 50 villages to a Group Level Worker will be needed. We understand that Group Level Workers of various departments concerned with the development are about 2,500. There should thus be a saving of about 1,200 G. L. Ws. at least.

## Cycle Advance

The Committee would also like to add that from the point of view of efficiency of work the headquarters of the pooled group level workers must be located at the headquarters of the Block. The efficiency depends to an appreciable extent on mobility. Considering the tempo of work which is bound to increase, it is recommended that a cycle allowance should also be given to the group level workers and also to the village level workers for the maintenance and use of serviceable cycles for their work. It is also suggested that facilities should be provided either by the Government or through the Co-operative Societies to enable these workers to obtain advance for the purchase of cycles. The Committee consider that the rule regarding non-payment of such advances to temporary Government servants should be suitably modified. A combined cadre of pooled staff must be established by the State and the Committee suggest that it should be under the Development Department.

The Committee wish to emphasize that certain logical facts must be faced by Government right now with a view to achieve the objectives of present day policy of Government. Every extension of N. E. Service is bound to precipitate the situation. In any case at a later date the number of workers operating a multipurpose work will increase considerably. To maintain a streamlined organization and chain of command the Committee have already suggested above that a pooled cadre be established. The logic of this suggestion and the extension of N. E. Service would inevitably lead to a stage when various development departments can reconcile themselves to a position of operating as purely technical advisors and of being completely divorced from any executive responsibility in this behalf at the district level.

# Part-time employment of inferior Government Servants on private work

In view of the emphasis laid by this Committee on allocation of the headquarters of the pooled group level workers at the headquarters of the blocks itself and in view of the demand of the Planning Department which would entail a considerable amount of touring and night halts, the Committee feel that some facilities should also be given to the group level workers to enable them to discharge their duties effectively. So far, a Government servant is not authorized to be employed for private work, e.g. in the case of messengers and orderlies in the blocks could be permitted to do private work in addition to the Government duties and without interfering with it on payment of a sum of, say, about Rs.5 per month, by the official concerned. This will, in the opinion of the Committee, avoid the tendency of the Group Level Worker becoming a charge on the panches and other functionaries while on tour, and will enable him to go about self-contained in respect of fooding arrangements while on tour. The Committee are aware that in actual practice the messengers or orderlies are utilized for private work against Government orders and therefore the Committee feel that Government should give recognition to this practice in order to avoid surreptitious employment of this staff for private purpose and consequently removing the sense of guilt on the part of group level workers.

It is also suggested by the Committee that the panchayatghars in the villages should be made available to touring pooled group level workers for night halts as is already being done in some districts. The Committee visualize that the Tahsildar would be a focal point around which the



We also find that in some departments the system of keeping records is much too centralized at the district level. In particular, we would mention the system of keeping the Personal Ledger Accounts of the Panchayats in the districts. We do not see any particular advantage in keeping the Panchayat Accounts at a central place which adds to the work of the district office without bringing any advantageous results. We also do not see any objection to the proposal that these accounts may be kept at the tahsil level and operated upon by the Tahsildar under the directions of the S.D.O. We would suggest that the entire system might be examined by the D.O. and D.P.O. and such operations as could with advantage be carried out and determined at the tahsil level should not be taken over at the district level.

#### **District Staff**

Besides Magistrates and Judicial Officers there are a number of other officers attached to the district staff:

- (1) D. S. O., T. R. O.
- (2) Collection Officers.

With the disappearance of control over most of the items the necessity of a D. S. O. has disappeared in almost all the districts. At Kanpur which is the district with the highest population there are two officers on this particular assignment at the moment. One is the D. S. O./T.R.O. and the other as A. S. O. In that district a large number of licences had to be issued to cloth dealers. That system we understand is still continuing or at least continued to the time that the sub-committee visited Kanpur. The Collector agreed with the sub-committee that with improvement in cloth position the system had become infructuous. It had, however, continued in force due to lack of clear orders on the point.

We recommend that orders discontinuing the system, if not issued already, should now be issued. Even after the issue of such an order, there will be a fair number of claims that will have to be settled. For that work the Collector thought that an officer for about 3 months will be required. We consider, as will be shown later, that with decrease in other work entrusted to D. S. O./I. R. O. it will be possible for him to take this work also.

Among other items of the Controlled Commodities the most important one are:

- (1) Galvanized iron sheets.
- (2) Bricks.
- (3) Cement.

The galvanized iron sheets are in great demand and the market price was much above the control price with the heavy building programme visualized the state of affairs is likely to continue. It will, therefore, be necessary for Kanpur to keep a control over this commodity.

As for bricks there is control of price but due to the arrival of a good supply of coal-dust the position has considerably eased and bricks are now available in the open market without calling for an imposition of price control.

So far as cement is concerned there is plenty of supply with the arrival of Churk Cement and the necessity of keeping control over this commodity does not appear to be required.

So far, therefore, as the supply side is necrned, we are of the view that we can safely revert to the pre-war policy of non-control and with advantage. Such control work, e.g. G. I. S. will not be of considerable magnitude and can easily be entrusted to a member of the district staff.

### T. R. O.

In towns like Kanpur and Lucknow the house situation is still not quite easy. Rent Control will, therefore, have to remain in force for some time to come. The D. Cs. of these towns are requested to examine the volume of work with the T. R. O. at the moment and to say whether an independent office and a whole-time officer is required for this work. The Committee is of the view that only a part-time officer with a skeleton office is required for this work.

For other districts the necessity of a T. R. O. does not appear to be indicated and we recommend that the post be abolished and the office wound up.

Another whole-time officer, that has recently been added to the district staff is the Collection Officer.

On our enquiry the Land Reforms Commissioner was kind enough to supply us the details of duties required to be performed by a Collection Officer (hereinafter to be designated as D. C. O.) and an extract from his note will be of interest. It is as follows:

# **Collection Officers**

Collection Officers have been appointed to assist the District Officers in the work of supervision of the staff employed for the collection of Government dues and to co-ordinate the scheme of collections in the whole district. On an average there is one Amin for the collection of Rs.50,000 of Land Revenue and Canal Dues. A Collection Naib-Tahsildar is expected to supervise the work of 10 Collection Amins. There is an additional wasil-baqi-navis on every six Amins for checking the accounts. One peon is attached to each Amin on all the year round basis, and an additional seasonal peon is provided to each Amin for three months in each collection season. The collection staff in each district is, therefore, so large that it is considered necessary to have a

whole-time gazetted officer to supervise the work of this staff. One of the most important duties of a Collection Officer is to ensure after on the spot inspections of the work of the Collection Naib-Tahsildars and Amins, that the collections have been properly accounted for, that the accounts are satisfactorily maintained and that the Amins do not indulge in malpractices. This involves a lot of touring and detailed inspections of records maintained by Amins, etc. in the different tahsils. Even though the appointment of a District Collection Officer does not absolve the S. D. Os. and Tahsildars of their responsibilities relating to collection of land revenue within their jurisdiction, I do not expect these officers to find sufficient time to do the necessary touring and to carry out a proper scrutiny of records and accounts work. I, therefore, consider it necessary that the post of Collection Officer should be retained. As a matter of fact the District Officers of those districts where Collection Officers have not yet been posted, have been making pressing demands for the posting of such officers, as they find that the skeleton staff of the S. D. Os. in their districts is not able to cope with the increased work in connexion with the collections.

#### Amins

On an average, a Collection Amin is appointed for the collection of Rs.50,000 of Land Revenue and Canal Dues. Each Amin is expected to collect Rs.2,000 of taqavi dues relating to his circle in addition to the amount of Land Revenue and Canal Dues. Standards of collections have been fixed for different districts after taking into consideration the local conditions, and these standards vary between Rs.4,000 per month, per Amin to Rs.7,000 per month, per Amin. The question of revision of standards in some districts is being considered. Now that some experience of the actual working of the integrated collection scheme has been gained, it may be possible to increase the standard in some of the western districts while it is feared that in the eastern districts it would have to be reduced even below Rs.4,000 per month, per Amin. Seasonal staff to assist all the year round staff is allotted to the districts for the collection of taqavi dues in excess of the standard mentioned above, as also for the collection of other Government dues which are required to be collected by the staff under the integrated scheme of collections. I herewith enclose a copy of circular which has been received by me about the duties of regular kurk-amins which are now expected to be performed by the Amins under the integrated scheme of collections. As this circular will indicate, the question of doing away with as many posts of kurk-amins as possible is engaging my attention.

A statement showing the periodical returns which are received by me in connexion with the work of collections is herewith enclosed. All the returns mentioned in this statement are considered necessary.

The normal duties of Tahsildars and Naib-Tahsildars are mentioned in rules 831—836 of the Revenue Manual, Volume I. Besides, Tahsildars are also sub-treausry officers and the normal duties performed by them are defined in Appendix I of the Sub-Treasury Manual. The Tahsildars are also invested with Magisterial powers and powers of Assistant Collectors 1st Class. Similarly Naib-Tahsildars have also been invested with the powers of Assistant Collectors Second Class. Under the U. P. Zamindari Abolition and Land Reforms Act, Tahsildars have also been appointed as ex officio Compensation Officers.

# Returns by D. C. Os.

The list of returns required of collection officers, copy attached, appears quite formidable. Examining it however critically we came to the concletion that it is not quite so heavy as it appears at the first sight. We will illustrate it by some random samples.

Fortnightly and monthly statements of collections are prepared at the Tahsil and are compiled at the district level. At the district level it is merely clerical work and involves not much time of the D. C. O.

Similarly demand and collection statement prepared at the tahsil level and compiled at the district level involves no separate high powered scrutiny and can easily be taken over by the officers in charge of offices.

So far as the E. E. Act statements are concerned they are not very many. Other annual statements are of the same category.

# Collection Staff at Faizabad

The most important work, however, on this side is the control and supervision of the collection staff. We have taken Faizabad as the typical district to assess the extent of this work. In that district the following staff is employed:

1.	Naib Tahsildar, Collection	••	••	 8	All the year round.
2.	Assistant Wasil Baqi Navis			 14	All the year round.
3.	Collection Amin		• •	 99	All the year round.
4.	Peons to Collection Amins			 99	All the year round.
5.	Peons to Collection Amins		••	 99	Seasonal.
6.	Tahsildars			 4	All the year round.
7.	Treasury Clerk			 1	All the year round,
8.	Assistant Siaha Navis			 4	Seasonal.
9.	Clerk in H. Q. (Collection off	fice includir	ng C. R. A.)	 4	All the year round.
10,	Office peons (orderly to C. O.	.)	••	 2	••
			Total	 334	<del>-</del>

# Giving justification for the post of a D. C. O., the D. C., Faizabad remarked t

Due to such a big staff the work at district headquarters has increased considerably in connexion with their appointment, punishments, assessment of their work and maintenance of their service books, character rolls and leave accounts, etc. Since it was not considered possible for the district officer to do all the work alone he has been provided with an extra officer called District Collection Officer to assist him.

So far as we have been able to gauge the control and supervision is exercised through the agency of the regular revenue staff. It is the Tahsildar at the tahsil level and S. D. O. at the subdivisional level who are responsible for collection in their respective areas. The D. C. remains responsible at the district level. This is exercised by the scrutiny of about 4 statements a fortnight per district on an average and one statement per sub-division is by far the large number of cases.

We, therefore, do not see any justification for any additional control or supervision at any level for this work.

There thus remains the question for disciplinary control of this army of collection paraphernalia.

#### Collection Staff at Tahsils

On an average there are two Collection Naib-Tahsildars to a tahsil and about 25 Collection Amins with about 25 all the year round and 50 seasonally employed peons with some office hands.

On the tahsil basis, therefore, the staff is of a manageable size and we see no reason why the Tahsildar assisted by his regular Naib-Tahsildar and Collection Naib-Tahsildars should not be able to control and enforce discipline on this staff.

We have not collected the statistics about the disciplinary proceedings undertaken against the collection staff. We would request the D. Ms. to do so to satisfy themselves that such cases are not very many and particularly when the staff is temporary and a fairly large proportion only seasonal, these proceedings should not take very large portion of the Tahsildar's time. We have discussed this point with some of the district officers who, though they were unable to see eye to eye with us on the necessity of an officer of the district level for this work alone could not, however, show to us that there was a large volume of work on this account.

# Spot Enquiry

The next item in this connexion is on the spot enquiry about collections.

This work again can with advantage be done by the regular revenue staff. In the set-up that we are visualizing the Naib-Tahsildar, Tahsildars and S. D. Os. will have to visit their charge regularly and frequently. Such verification as may be required of the collection can and in our opinion should be done by them. A separate agency for this purpose is an unnecessary duplication in our opinion.

It has been said that those districts where collection officers were not posted were crying for this officer.

Some of us had the opportunity of seeing districts in which the D. C. O. was not available for over a year. On a discussion with the district officer it did not appear that embezzlement or irregularities had shown any considerable increase in the absence of the D. C. O.

Our conclusion, therefore, is that this post is superfluous.

# Separation of the Executive and the Judiciary

The maintenance of Law and Order is the most important duty of the D.O. It has, therefore, been suggested in some quarters that the principle of separation of judiciary with the executive must be given up. We would revert to the old system of the S.D.Os. also trying I.P.C. and revenue cases. Some of us even thought that this reversion will further be helpful in our development programme.

On the other hand some of us considered that the principle of separation of judiciary from the executive was one of the fumdamental principles of our administration and must be fully implemented by divesting the S. D. Os. of the Cr. P. C. cases even.

The system is being tried in some selected districts. Even in those districts where the old system continues additional officers have been posted for case work. The Magisterial strength required for each district will be considered presently. So far as the principle is concerned we are of the view that to revert back to the old system is uncalled for for two reasons:

# Case work by S. D. O.

Firstly, we have already come to the conclusion that the S. D. Os. should be charged with the responsibility of development in their area. This will require constant touring and will mean a lot of work for the S. D. O. He will, therefore, have no time for any case work. Instances have come to our notice when cases under section 107, Cr. P. C. have remained undisposed for a number of years. Such a state of affairs is undesirable to the executive and any step which will lead to it must be stoutly opposed.

Secondly, we consider that we must aim at obtaining the willing co-operation of the people to our scheme, unadulterated by any show of forced or unwilling submissions to consideration extraneous to development. We admit that it is a huge task and a difficult one but at the same time it is the most fundamental plank of our advance. We must, therefore, systematically, consciously and uncompromisingly advance towards that goal. Our progress in the beginning may not be quite as spectacular as otherwise but we are certain that this is the only firm basis on which we should build and will in the end, bring about the desired end.

Coming to the case work it has been suggested by some that the total number of revenue and criminal cases disposed of over a period of years divided by the number of officers engaged on this work should give a practical working basis for fixing the standard of disposal. The total strength required for the province and for the districts can be worked out on that basis.

We do not agree with this ad hoc determination of the base standard. On this assumption it has been concluded that a full timed officer should be able to dispose of about 1,000 criminal cases in a year.

An examination of the statistics of disposal from districts shows a wide variance even within a district. In some districts, for example, the disposal figures sub-division-wise were:

Revenue ca		minal posed of			
District A Sub-Division	•••	• •	(1) 332 (2) 36	<del></del>	444 88
District B Sub-Division	••	••	(1) All cases: (2)	834 572	
District C Sub-Division	••	••	(1) 154 Misc. (2) 62 Misc.	3,650 1,369	573 84
District D Sub-Division	••		(1) (2)	428 301	779 264

This will serve to illustrate that even within a district some of the officers do not pull their weight and even with the present strength there is surplus man-power available within the district.

We fully realize that criminal cases differ in their nature. It is, however, possible to fix up a classification in broad outlines. We understand that standards have recently been refixed by Government both for criminal and for revenue cases. The district strength for Magisterial work should be worked out on that basis. This strength will be the strength of the officers doing I.P.C., Revenue and Miscellaneous work. Cr. P. C. cases will continue to be done by the S. D. Os. who will also be responsible for the planning work in their charge.

In large towns there are a number of miscellaneous duties to be performed by the district staff particularly with regard to the visit of the V. I. Ps., Political agitations, etc. For this work additional officers will be required.

It has been suggested that an Additional District Magistrate be given to eight biggest districts of the State together with one City Magistrate per 1½ lakh of population.

The two most important districts of the State are Lucknow and Kanpur. At Lucknow there are two Additional District Magistrates and two City Magistrates. We have examined the position and we agree that for Lucknow these four officers are a necessity.

At Kanpur there a re 13 Deputy Collectors posted against the sanctioned strength of 10. Six of them are in charge of six sub-divisions, one works as City Magistrate and two as A. C. Ms. while the remaining four Deputy Collectors take up the case work but their important work is in connexion with the law and order problems.

We are of the view that the total strength of seven Deputy Collectors for Kanpur City alone is a bit excessive. Our suggestion is that like Lucknow it may be given two Additional District Magistrates with one City Magistrate and two A. C. Ms. The strength on this score will thus be reduced by two.

For other towns we suggest that for every city over a population of 2 lakhs an Additional District Magistrate may be given.

There will be towns like Banaras which will have special law and order problems and for them additional staff by way of City Magistrate may be required. It will depend on examination of the individual requirements. We suggest no formula for the determination of the strength.

Some have a Refugee and Rehabilitation Officer. With the decrease in that work the necessity of a separate officer for this work has disappeared.

# Regional 'Transport Magistrates

There are Regional Transport Magistrates in some areas. They do only transport cases of the region allotted to them. The Kanpur Magistrate, e.g. does cases of Kanpur, Banda, Jhansi, Hamirpur, Jalaun, Fatehpur, Farrukhabad and Etawah, holding Courts at Kanpur, Jhansi and Orai.

We see no justification for such specialized treatment to transport cases. Besides causing unnecessary inconvenience to the public, the system is open to abuse and is a source of unnecessary burden on the exchequer in the matter of T. A. and salary of the officer and the staff.

We might also mention in passing the institution of Special Railway Magistrates. Some of us have heard complaint against this institution but some of us are of the view that there is nothing inherently wrong with the system. Complaints of individual misbehaviour should be dealt with in the ordinary manner like any other.

## Honorary Magistrates

While on this subject we may emphasize again what we have said in the earlier part of the report, namely the enlistment of public co-operation for this particular branch of work. We mean the establishment of Courts of Honorary Magistrates.

We admit that in the past the institution was misused against our national interest. That however was not the defect of the system. The blame lay with the authority using it. For the matter of that so many other institutions were misused. We have not, however, condemned the system on that account.

We, therefore, strongly recommend that the institution of Honorary Magistrates be revitalized and at least one Magistrate's Court with 1st Class powers established in each district with the possibility of two such Courts in 8 biggest districts of the State.

We realize that Honorary Magistrate's Court cannot be expected to give the same turnout as the stipendiary Magistrates but we see no reason why they may not be able to hold Court on alternate days, working full day the time that they work. With the appointment of two First Class Magistrates working on alternate days, one full-time stipendiary officer per district can be saved to the State.

## Honorary Assistant Collectors

For revenue cases too, we would recommend the appointment of Honorary Assistant Collectors.

As First Class Honorary Magistrates can only be appointed after experience, it will be necessary to provide opportunities of work for such experience. We, therefore, recommend the establishment of Honorary Courts with second and third class powers. They should be established at each sub-divisional headquarters.

We are also of the view that this honorary work can only be undertaken if there are some prospects of labour being rewarded in some shape or the other at some point of time. We suggest the following two ways of doing it:

# Recognition of honorary work

- (1) By public recognition by way of conferment of titles, rewards, certificates, etc. as mentioned earlier in this report.
- (2) By providing for direct recruitment to the J. Os. post from amongst these workers.

For the second category we suggest that rules should provide that youngmen below the age of 30 who are graduates in law will be hable to selection after 5 years of unblemished record as an Honorary Magistrate.

If our suggestion is accepted it will at once save 52 officers to the State on an expenditure of an equal number of office staff for such Courts.

Some of the District Magistrates whom we consulted on the point were of the view that reliable personnel for such work will be available.

# Powers of Honorary Courts

At present Honorary Magistrates are not allowed to try certain kinds of offences. Thus the Excise Manual provides that excise offences should be entrusted to a Stipendiary Magistrate only. Similarly, there are Government directions that cases under the Pure Food Act should be entrusted to Stipendiary Magistrate only. Directions of similar nature exist not for cases under other minor Acts also such as Drugs Act, Shop and Commercial Establishment Act, Factories Act, etc. There is no reason why any Honorary Magistrate who can ordinarily try grave and heinous offences under the I. P. C. and the Arms Act cannot be allowed to try cases under these minor Acts. If this is allowed, the unnecessary pressure of work on Stipendiary Magistrates can be easily relieved, who can easily devote their time to other executive work.

As regards the office we have already suggested the pooling of the Planning Office with that of the District Office of all the departments in the development set-up that we understand is being implemented.

As for the Collectorate office some of the measures suggested by the District Officers for improving the efficiency are given below with which we agree. All the D. Ms. whom we examined were of the view that no major economy could be effected in this connexion. Some of them indeed hinted that an increase in the staff might be called for.

Suggestions have been invited by Government recently in this connexion.

The various suggestions made for improvement are as follows:

Reductions in the clerical staff for Magistrates—The rules prevailing at present about the provision of staff to magistrates are not sound. The following is the prescribed scale of staff for magistrates:

Stipendiary Magistrate:

(a) 1st Class	••		• •		1 Reader and 1 Ahalmad.
(b) 2nd Class		• •	••		1 Reader and 1 Ahalmad.
(c) 3rd Class			• •		l Reader only.
S. D. O.	• •				1 Reader and 1 Ahalmad.
(d) Honorary Magi	istrates:				
1st Class		• •	• •	• •	1 Reader and 1 Ahalmad.
2nd Class	••			• •	1 Reader only.
3rd Class		••			1 Reader only.
(e) Judicial Offices		••			1 Reader and 2 Ahalmads.
(f) A. D. M. (J)	••	••	••	••	1 Reader and 1 Steno-cum- Ahalmad.
(d) III class		••	••		Ahalmads.

It will be seen from the above that the criterion for the employment of staff is not the amount of work with a particular officer but his status. The usual system therefore in collectorate is to employ the number of people to which a particular Magistrate is entitled although he may have not a single case on his file. This is unnecessary waste of Government funds. The staff for a Magistrate must be employed only when work justifies it. A standard criterion would be to give each Magistrate 1st Class one senior scale clerk (scale Rs.85—6—145) and expect him by virtue of his senior scale to handle alone up to 1st class triable cases per month (say 50 pending cases and 50 decided cases). Extra assistance by paid apprentices can be given if heavier work is in hand. The standard of extra assistance can be fixed at 100 extra cases per month.

Contingent Expenditure on Printing—Unrestricted printing by the Government Press on requisition from Officers should be discouraged. Such printing should be undertaken only when the contingent charges to be incurred are first deposited by the officer concerned by transfer credit from his own sanctioned contingencies.

# Realization of income-tax arrears at Kanpur

A considerable proportion of arrears of Sales Tax dues as well as Income-tax dues remains unrealized or is realized with inordinate delay, because the collection machinery is neither adequate nor well-equipped. Previously, there was posted at Kanpur, a Tahsildar Income Tax who does not have proper office and its accessories. It is hardly possible for him to collect the arrears in their entirety which run into several crores of rupees. The amount of loss of Government money in terms of unrealized arrears and the interest that might have accrued on it is substantial as compared to the money that is saved by economizing on the staff. It has ordinarily been accepted that 5 per cent of the Land Revenue could justifiably be spent as collection charges and it is submitted that a similar or smaller percentage could be sanctioned in respect of Income-tax arrears as well as other Government dues.

In every Collectorate, there are a large number of copyist employed in the Copying Department. The out-turn of work of each copyist as fixed by the Government is 2,300, which can conveniently be raised without causing any hardship or difficulty to the clerks concerned. In this district, the daily out-turn of work of each copyist has been raised from 2,300 to 2,500 words per day. This would result in a saving of the pay of at least one copyist, whose work can thus be completed by others.

# Summary powers

The procedure for trial of criminal cases in the courts of Magistrates should be simplified by making necessary amendments to the Criminal Procedure Code so that a Magistrate can dispose of cases more expeditiously. As an amendment bill is on the anvil in the Legislature, it is not necessary to give detailed suggestions in this regard. Many of the proposed amendments would simplify the procedure for the conduct of criminal cases. It is, however, suggested that if the scope of summary powers could be extended so as to include all cases under the Arms and Excise Acts and all offences punishable up to one year's R. I., the administration of justice will become cheaper and more expeditious.

### Treasury Records

Most of the Treasury records are required to be retained for a period of 25 years and some of them are kept permanently. These records are further required to be kept properly classified year-wise and department-wise. It can only be possible when there is sufficient accommodation for keeping the treasury records. At present some treasury records are lying in the treasury office on cierks' tables, some on wooden racks, some in the criminal record room. As the treasury records are lying sctattered in a bad condition it becomes very difficult to trace them out when any necessity arises. It is just possible that some of the important records might have been lost. Some of the records have been badly spoiled. Therefore it is very essential that a separate record room with suitable wooden racks be provided for keeping the old treasury records.

Treasury current records are also not being maintained satisfactorily as very small amount is allotted for the binding of treasury records. There is no daftry to look after the treasury records handled by a staff of 35 hands. Therefore it is essential that a whole-time daftry be sanctioned for treasury office and an annual grant of Rs.1,000 be sanctioned for the binding of treasury records.

# Scarcity of accommodation in Teasury Office, Kanpur

There is acute shortage of accommodation in the treasury office with the result that there is much congestion in treasury office and the clerks are not in a position to work efficiently. There will be appreciable improvement in efficiency if adequate accommodation is provided. Two rooms would be sufficient.

You have seen that about 160 boxes containing stamps and postal stationery are lying on the floor of strong room. Under Stamp Rule the stamps are required to be kept in iron almirah or suitable boxes under double locks. Therefore, it is essential that closed racks be fitted inside the double lock room so that the stamps may be kept properly inside them. It would cost about Rs.5,000.

## Land Acquisition Officer at Kanpur

In my opinion it is very necessary that a special land acquisition officer be appointed for this district (Kanpur) to dispose of the old land acquisition cases and to deal with the various land acquisition projects of roads which work is rather heavy in this district.

The work connected with the formation of the Forest Panchayats has been transferred to the District Officer. The D. P. O. has been given this work but he is already over-worked. It is suggested that this work be transferred to the Divisional Forest Officer concerned, under the supervision of the Deputy Commissioner.

#### Tours

For the last some years the Sub-Divisional Officers have not been able to go regularly on their winter tours sometimes due to Elections and other times due to Z. A. work. The importance of elections and Z. A. work cannot be minimized but the same is true of the tours. The result has been that the work of Land Records has suffered. From the point of Government dues the income of many groves have remained unassessed, which they might have discovered on their tour. I am of the opinion that these tours should be regularly made and should not be disturbed except in very special circumstances.

# Government witnesses and formal witnesses

Presiding officers of the courts may be asked to keep close watch that no Government witnesses are sent back without examination. So far as the formal witnesses are concerned some changes in the law may be effected that their deposition may not be necessary, e.g. a Magistrate who has conducted the identification proceedings has sometimes to go from one corner of the State to the other to prove the identification memo. It should be possible by a suitable change in law that his deposition is not required and the memo. be taken as authentic one. The cross interrogatories may be sent to the Magistrate along with memo, and his reply may be recorded by some Magistrate on commission. In the alternative Honorary Magistrate may be entrusted with this work.

# Reduction in expenditure on formal functions

Reduction in the expenditure on formal functions and the Information Department may also be considered as deliberate propaganda by Government does not generally fall on respective ears.

### Systematic touring

The touring undertaken by various officers is at present unsystematic and haphazard. The Government vehicles can be utilized for taking several officers and inspectors on tour provided they frame their programme in such a manner as to avoid overlapping. The need for frequent return to the headquarters can be curtailed appreciably. As far as possible more night halts should be made by officers. Frequent visits to one place should be avoided. The tour programme should be so framed that the entire district is covered by one officer of the district rank in three years.

### Accommodation for officers and office

Efforts should be made to house the various offices either in the same compound or close to one another and the practice of combining residence with offices should be discouraged. This will not only result in quicker disposal of business but also give an opportunity to the various officers for meeting conveniently and discussing problems arising in day to day business. The expenses of conservancy, dak peons and chaukidars will also be reduced in this way. It may also be possible to house the departments where retrenchment has taken place, in smaller and cheaper buildings.

# Printed forms for routine correspondence

To save clerical labour the use of printed forms for correspondence, answering routine enquiries, for sending periodical statements should be encouraged. The Government should get prepared one statement or statements which are periodically required to be sent to the various Government departments. One set of information should be collected by one agency and only

one agency should be made responsible for collection of the information at the district level. At higher levels an examination should be made to find out which of the statements are unnecessary, which should be discontinued.

## Financial powers

All contracts of a value of Rs.250 or over should be sanctioned by the District Magistrate and those over Rs.5,000 by the Commissioner; splitting up of contracts with a view to avoid the observance of rules should be strictly checked.

#### Taqayi

Grant of taqavi to individuals should be stopped. The Government may grant loans to the Co-operative Banks and the Bank in its turn should be authorized to grant loans and recover them. The safety of the Government money should be guaranteed by the Bank.

# Contingent expenditure on tour

In the contingent expenditure the tour charges can be considerably reduced if the officers try to find accommodation in inspection houses and avoid taking tentage as far as possible. Excise and Police Rewards are also unnecessary. Like other Government servants they should also be expected to put in their full effort without them. Good entries in the character rolls and promotion for efficiency should do. Allotment under heads Adulteration, Intelligence and Anti-Corruption can also be safely curtailed by 50 per cent.

#### Government vehicles

Government vehicles should either be provided to all officers of equal rank or to none, as long as they are expected to do outdoor work. Servicing facilities for Government vehicles, at least for minor repairs should be available in each district. This will go a long way to save the expenditure on taking a vehicle to distant places for servicing. Officers using the vehicles should also be taught elementary car mechanism so that they may be able to discover minor defects and not depend on the advice of rather clever and unscrupulous drivers. The officers should be asked to keep the keys of the petrol tank in their custody to avoid pilferage and the petrol should always be put in the vehicle in the presence of the officer. They should be allowed to be used for specific journeys after prior approval of the head of the office and a strict and constant watch on the consumption of petrol and mobil oil is necessary. These vehicles should be loaned to other departments and officers on written requisition and the cost should be debited to the department concerned. Filling up the log book should be made the specific duty of the officers using the vehicle and tempering with milometers or the speed governors should be made a ground for departmental action against the officer concerned.

District Level Officers—At the district level besides the D. M. there are a number of district level officers of various departments. The Committee has viewed with concern the increasing tendency among the district level officers of various departments to carry out their work independently of each other and also the fact that opportunities for them to come together, and for informal discussions do not occur frequently. The Committee feel that a forum for informal meetings and discussions between the various officers should be provided while the ad hoc meetings for such purpose are certainly to be commended. It is felt that the institution of the clubs of which the D. M. may be ex officion. President would meet the situation by not only providing opportunities for the various officers to get to know each other better but to tackle problems on an informal basis and also provide means of relaxation which is so much needed. As in old days, the D. M. should once again engage himself in such extra-curricular activities as sports, games, dramas, etc. and encourage the district level officers and their staff to do so.

From the point of view of more efficient work on Planning and Development, the Committee feel that the district level officers not only of Agriculture, Co-operative but also of Animal Husbandry, D. M. O. H., should be pooled into one unit and the head of the combined unit should be the D. P. O. The latter should have all the powers of a "Head of the Office" in the sense in which the term is used in the Financial Handbook. The function of the district level officers of the Departments of the Panchayat Raj, P. R. D. and the Planning, are already pooled. The Committee are aware that besides the departments mentioned above, other departments like P. W. D., B. and R., Irrigation, Education and other connected with development work, are already co-ordinated by virtue of the membership of the heads of office in the District Planning Committees.

# **District Planning Officers**

It has been argued by some that the District Magistrate should be made responsible for all development activities in his district and therefore there should be no need to have a District Planning Officer. The Committee has suggested that within their territorial jurisdiction the S. D. Os. should be in-charge of Planning and Development activities. It is, therefore natural that the D. M. should be the final authority in the district and the responsibility for all development work should converge in him. The volume of work and the tempo in the Planning and Development activities however lead this Committee to feel that if the District Planning Officer is taken away from the D. M., the work and tempo of development activities would suffer. The Committee, therefore, feel that it is necessary to provide the D. M. with one officer, irrespective of the designation that Government may choose to give him, who would be able to take away a large amount of the burden of work in Planning and Development Schemes and who would in fact operate as a lieutenant of the D. M. in that respect.

So far as the Development Department work at the district level is concerned, the departments doing the development work might be divided under the following categories:

- (1) The departments that are integrated and pooled,
- (2) The departments that are supposed to be co-ordinated, and
- (3) The departments that are independent.

The integrated departments consist of Agriculture Engineering Section, Panchayat Raj, P. R. D. and Information Department. In the second category are the departments like the Public Health and Animal Husbandry. The departments falling into the third category are Education, Public Works Department, B. R.

# Development Work at District Level

While all the departments are supposed to be individually responsible for the execution of the development work at the district level, in actual practice, for the work of the integrated department and partly of the co-ordinated departments also, the responsibility is that of the District Officer. So far as the non-integrated departments are concerned, the work is done by the departments independently through their district staff. The overall responsibility of the development work in the district rests with District Planning Committee, and as the district representatives of even the non-integrated departments are members of the D. P. C. the progress of development is watched by the District Officer as Chairman of the D. P. C. in all these directions, barring works like bridges, canals and roads over which the District Officer has no control. He is, however, supposed to be in touch with the progress made in the district from time to time. Even in the case of integrated departments, the district level officers, who are supposed to be working as a team under the direction of the D. P. O., are simultaneously controlled by the irrespective departments. A District Co-operative Officer, for example, is a member of the team working for the D. P. O. but the real control over that officer does not rest with the D. P. O. or the District Officer, but with the Co-operative Department. In practice, the co-ordinated departments also, the position is similar to the above, and for non-integrated departments, the District Officer is required to make his observation about the work to the Head of the Department concerned.

#### District Level Officers

The Committee are of the opinion that the distinction between the integrated and the coordinated departments should be done away with and all the officers of these departments should be placed directly under the control of the District Officer. While it is not intended that these officers should be taken away from their departmental cadres, and that they should not be controlled by the departments concerned, the Committee are of the opinion that effective control must remain with the District Officers. The net results of our recommendation will be that while these officers will continue to belong to the departmental cadres, and will continue to draw their T. A. and salary from the departmental budgets, and their transfers and entries in the character rolls will be made by the departments concerned, the entries in the character rolls will be made on the lines and according to the recommendations of the District Officer. The intention of the Committee is that while the head of the department should note entries in the character rolls of the district level officers and should have the authority to over-ride the opinion of the District Officer, the entries recommended by the District Officer should also find place in the character roll. The Head of the Department may, if he disagrees, record his own entries giving reasons for disagreeing with the District Officer. The day to day control, e.g. grant of casual leave, permission to leave station, medical leave, etc. should rest with the District Officer.

So far as the Information Department is concerned, we have given our consideration to the question and we find that the present duties of the Information Officer consists of the publicity and propaganda of the various Governmental schemes, for which he has been given the equipment consisting of a projector, a loud-speaker and a vehicle. We are also informed that under the reorganization scheme of the department it is proposed to set up an information centre at every district headquarter where all the material about the activities of various departments will be We are of the view that to publicize Governmental activities if the responsibility made available. is of only one officer or even a handful officers at the district level, the work can not be done either in the manner as it should be done or in sufficient volume to keep pace with the ever-increasing activities on the development side. We are fully alive to the fact that publicity of Governmental activities is of utmost importance not only from the point of view of Government but also from the point of view of people's participation in the progress and of keeping them acquainted with what is being done It goes without saying that the success of our Development Schemes is to a very great measure dependent upon the support that the programme is able to secure from the people themselves, and for that a systematic publicity and propaganda in favour of the programme and the achievements have to be done. On these considerations we are forced to the conclusion that the work is of such fundamental and basic importance that it has to be done through the large body of officers that are available and are engaged in actual development work. In our opinion, it will be a retrograde step to employ the agency for propaganda and publicity which is not in touch with the actual working conditions under which a particular programme is being worked. Even if it were possible to do so, we are of the view that this will merely duplicate the agency without achieving any appreciable result. We, therefore, strongly recommend that all publicity and propaganda work must be made the responsibility of the District Planning Officer who would ensure its execution through the field staff that he has under his command. We, therefore, recommend that the District Information Officer may be placed under the full and direct control of the D. P. O. and we also recommend that the idea of establishing an Information Centre at the district headquarters should be taken up in right earnest, as in our opinion, it is feasible from every aspect of the question.

#### Chief Reader

The Committee examined District Magistrates over the necessity of the retention of Readers to the Collector's Court and have come to the conclusion that the work would be speeded up and efficiency increased if instead of a Reader a stenographer is provided for all first class courts. It is also felt that this would provide an additional advantage in cutting down the work of the Copying Department inasmuch as the stenographer when typing out the judgments of the Courts would be able to take out extra number of copies. This would necessitate the provision of a typewriter with every stenographer. Economy in the number of typewriters could however be exercised by having one typewriter between two stenographers in the courts.

#### Commissioners

With the reorganization of Commissioner's functions the Commissioners and Collector-in-charge are required to:

Supervise and control—

- (1) General administraiton including Law and Order;
- (2) Criminal and Revenue case work;
- (3) Development and Planning work:
- (4) Compensation and other allied work:
- (5) Part of the local bodies work;
- (6) Transfer of Tahsildars and Naib-Tahsildars in their divisions;
- (7) Control of expenditure on T. A., Provident Fund, etc. besides other miscellaneous works.

For an effective discharge of these responsibilities it is felt that the territorial jurisdiction of a Commissioner should not exceed 6-7 districts.

The Committee are of the view that the present territorial jurisdiction of Lucknow, Varanasi and Meerut divisions are too unwieldy for one Commissioner to manage. They, therefore, thought that these three Commissioner's divisions should be split up into six namely, Lucknow, Faizabad, Varanasi, Gorakhpur, Meerut and Agra.

The entire revenue and land records staff including Tahsildars, Naib-Tahsildars, the planning and the land revenue Collection staff, and also the Panchayat Raj staff, should be brought under the control of the Commissioner. The Committee considered that by this arrangement there would be economy in the existing strength of the staff in the Land Reforms and Panchayat Raj departments, as also in the Secretariat.

# GOVERNMENT ESTATE DEPARTMENT

Prior to the formation of the Estate Department the Chief Secretary to Government exercised administrative control over all Government owned buildings including Councillors Residences at Lucknow and Naini Tal. The Chief Engineer, Public Works Department, was responsible for the maintenance and execution of all works in these buildings through the staff under him.

In 1945 when the present Ministry assumed office, there was an acute shortage of accommodation for Ministers, Legislators etc., and Secretariat Officers. The Secretariat Administration Department (Accounts) found it difficult to manage it in addition to their own duties. Thus a temporary post of Government Estate Officer was created with effect from September 20, 1946 to cope with the increased work and a separate office for the Estate Officer was established under the administrative control of the Public Works Department. Since then the Government Estate Officer began to exercise administrative control over all Government owned buildings as well as leased buildings meant for the use of the Ministers, Chairman, Speaker, Legislators and other Secretariat Officers. The technical control over these buildings continued to be exercised by the Chief Engineer, Uttar Pradesh, Public Works Department.

Gradually the Estate Office expanded as its utility was proved and several other duties were assigned to it for instance:

- (i) Administrative check of all proposals regarding works to be done in Government owned and leased buildings including Circuit Houses all over the State. Approval of the estimates and allotment of funds from the reserve for petty and minor works at the disposal of Public Works Department Secretary.
- (ii) Administrative check of all estimates prepared by the Public Works Department for furnishing, etc., of the residence of Ministers and Legislatures and allotment of funds for them.
- (iii) Administration of the U. P. Government Premises Rent Recovery and Eviction Act, 1952 (U. P. Act No. XXXIX of 1952).
- (iv) All matters connected with the establishment of the Estate Department such as residence for members of Legislature in Lucknow and Naini Tal, Secretariat buildings at Naini Tal, Staff car drivers including those with the Ministers.
- (v) Allotment of residential and office accommodation in Government owned and leased buildings at Lucknow and Naini Tal.

- (vi) Arrangements for the stay of the Legislators at Lucknow and at Naini Tal. Catering arrangements in Vidhayak Nivas and the Secretariat.
- (vii) Maintenance of accounts for repairs, running charges, etc., of the Ministers' and staff cars.
- (viii) Maintenance of rent accounts for Vidhayak Nivas at Lucknow and Government buildings at Naini Tal.
- (ix) Purchase, leasing and requisition of accommodation required by Government.
- (x) Purchase and allotment of Ministers' and Staff cars.
- (xi) Purchase, maintenance and distribution of all electrical goods and fire protection arrangements in the Secretariat.

For the performance of the above functions the following staff is maintained:

Estate Officer			••	• •		1	
Assistant Estate Officer			••	••	••	1	
Superintendent	••			••	••	1	
Assistants including Sten	ographers			••	• •	25	
Daftari, peons and order	lies		• •	••		8	
Caretakers at Lucknow	••			••	••	4	
Inferior staff at Vidhayak	Nivas			• •	•••	109	
Caretaker at Naini Tal	••				••	1	
Inferior staff at Naini Tal	1	••		••	••	13	(plus one seasonal for
Mechanic	••		••	••		1.5	· · · · · · · · · · · · · · · · · · ·
Dairean					••	24	three months only).
	• •	••	••	••	••	24	
Telephone Operators	• •	••	• •	••	• •	4	
Fire Guards	• •	• •	••	••	••	2	
Other inferior staff attach	ed to Mini	sters ' bur	ngalows (Ca	ssels Road)	••	5	

The expenditure on officers has considerably decreased in 1953-54 as compared to previous two years. In 1953-54 the expenditure was Rs. 13,360 out of the allotment of Rs. 20,200. The Sub-committee suggest that the allotment and expenditure can further be curtailed if the post of Assistant Secretary-cum-Assistant Estate Officer is abolished. At present there is no Assistant Estate Officer and the work is being carried out by the Assistant Secretary to Government, Public Works Department, for which he is not paid any allowance.

According to the Estate Officer the annual expenditure for 1954-55 on the upkeep of Legislators' residence is as follows:

	VOUGLOCATION		Ks.
	Annual expenditure on repairs and maintenance of buildings at Vidhayak Nivas		87,870
, ,	Reserve for petty and minor works for Vidhayak Nivas	4-4	7,100
	Cost of electiricity consumed in Vidhayak Nivas		82,760
	Expenditure on Caretakers and inferior staff employed in Vidhayak Nivas		66,828
	Expenditure on garden-staff tools, manure and seeds, etc., Staff 6,300, Tools 3,700		10,000
(vi)	Expenditure incurred on the telephones installed in the three Legislators' Residences		10,494
(vii)	Expenditure on Miscellaneous charges and general upkeep		19,540
(viii)	Office staff	• •	14,100
	Total		2,98,692

The total income from the rent of Legislators' residence is R3. 55,000. The Committee feel that a lot of this expenditure can be curtailed without any inconvenience to the members by the exercise of proper care and vigilence. It is, therefore, recommended that while Government should be responsible for the maintenance of the buildings and upkeep of the gardens and telephones (exclusive of trunk call charges), a committee of legislators should be set up which should run the residence, receive rent, make arrangements for the recovery of charges from the members and meet all charges including electricity and inferior staff, etc.

According to this recommendation Government will continue to be responsible for the following:

								Rs.
(i) Annual repairs a					hree Vidha	yak Nivas	• •	87,870
(ii) Reserve for petty	y and mino	or works of V	'idhayak I	Nivas	••	••	• •	7,100
(iii) Gardens	**		• •	••	• •	••		10,000
(iv) Telephones	••	• •	••	••	••	••	••	10,494
						Total	••	1,15,464
and the Committee of t	ha I agisl	ators chan	ld ha ra	an an aibla	for the f	-11		
Alla file Committees of t	ne negisi	ators sitou	Id De Ie	sponsible	for the i	ollowing :		
	ne Legisi	ators sitou	id be re	sponsible	ior the i	ollowing:		Rs.
(i) Electricity				sponsible.		ollowing :	••	Rs. 82,760
				_		-8	••	- <del>-</del>
(i) Electricity		••	٠.	••	••	••	-	82,760 66,828
(i) Electricity (ii) Inferior staff		••	••	••	••	••	••	82,760

Thus the net saving to Government will be of Rs. 1,83,228 provided the present revenue from rent remains unaffected.

In case, however, the above proposal is not found feasible, steps might be taken to recover the electricity charges from the members. For that we suggest that meters should be fixed in every room. If that, however, were not immediately possible than a number of rooms should be grouped together and a common meter should be fixed for each such group.

The Government Estate Officer in his written note has advanced the following argument against this proposal:

"In giving effect to the recommendation there will be considerable capital expenditure on the installation of meters in every room. In case meters are installed in a group of rooms there is no doubt that the capital expenditure will be less but this will be a constant source of trouble because of difficulty in apportioning charges between the members occupying suits served by a meter and I am quite clear in my mind that the installation of a meter in a group of rooms should not be done. This recommendation apparently implies that the charges for electricity will be paid by the members of the Legislature in addition to the rent that is being paid by them at present. By adopting this suggestion there is no doubt that there will be considerable saving in the electric charges as this should lead to stoppage in wastage of electricity but this again will put additional burden on the members of the Legislature besides Government having to incur further capital expenditure on the installation of meters. I personally feel that the amount of the saving that will accrue by the adoption of this suggestion will not be substantial particularly in comparison with other expenditure that the Government is already incurring for providing accommodation and amenities to the members of the Legislature as to deserve any particular attention. It might, however, also be added here that the capital expenditure incurred by Government on the installation of meters will be a complete waste in case it is later decided to revert to the existing practice of not charging the members for electric consumption in addition to rent for accommodation."

The Committe are, however, of the view that the argument that the members will be burdened with the additional charges of electricity is not very convincing. Rent paid by the members at the present moment includes electric charges and according to the proposal made above all that is suggested is that the members should pay for electricity in accordance with the current consumed. This is only fair to the members who are consuming less current than others. The Committee are, therefore, of the view that the apprehension of the Government Estate Officer that the Legislators would not appreciate this proposal is not well founded.

As regards the cost of fixing meters the Committee consider that the meters should be available from the Electric Supply Company on rental basis against a fixed deposit returnable when the meters are no longer required. The question of incurring capital cost on this account therefore should not arise.

If none of the above suggestions find favour with Government the Committee would advise that the present annual rental which is Rs.225 and Rs. 125 per large and small suite of rooms, respectively, is much too low. The Committee would, therefore, recommend that the rent be increased to Rs.500 per large suite and Rs.275 per small suite on the annual basis.

The Committee are of the opinion that the Estate Officer need not be an officer of the Secretariat with the designation of an Under Secretary or even an Assistant Secretary. He can discharge his function and carry out all the duties required by him as an Executive Engineer to which rank he permanently belongs. He can issue sanctioning orders and incur expenditure when necessary financial powers are delegated to him.

The Government Estate Officer, has, however, raised the following objection:

"The Government Estate Officer accords administrative approval to estimates prepared by the Public Works Department. It deals with the administration of the U. P. Government Premises (Rent Recovery and Eviction) Act, 1952. In case the Government Estate Office is separated from the Secretariat these items will have to be dealt with in some other department of the Secretiriat and will result in one link being replaced by two links in the chair. Leaving aside the matters of policy even the day to day aftairs have to be referred to Government as they either relate to important matters or persons, such as members of the Legislature and the members of Government".

The Committees have carefully considered these objections and regret to say that they do not agree with the view of the Government Estate Officer. Reference to Government from this department cannot be overwhelming. At any rate, the Committee have not been given any figures to support the view that the references are so large that a whole-time officer in the Secretariat will be required for this purpose.

Secondly, the Committee do not see how the efficient discharge of the duties by the Estate Officer can be set back by his being the Head of the Department rather than an officer of the Secretariat.

It will be necessary to separate from the General Secretariat budget the specific items of the budget which will henceforward be controlled by the Estate Officer. This can easily be done when the next year's budget is prepared. This change will mean that his staft will be on the scale of pay sanctioned for the staft of an Executive Engineer. As regards his approach to the Secretaries and the Ministers concerned, this can easily be regulated by executive orders.

It is brought to the notice of the Committee that the cars of the Ministers become due for replacement after the have covered a distance of over 50,000 miles. The Sub-Committee consider that this limit is reasonable.

SIDDIQUE HASAN, I.C.S., Convener, Sub-Committee "A".

## INFORMATION DEPARTMENT

Prior to 1947 the Information Department was a part of the General Secretariat like other Secretariat Departments, but in May, 1947 an Information Directorate was created on a temporary basis as an experimental measure and the Information Department/Directorate was separated from the General Secretariat. This Department/Directorate still works as a combined organization. It remained on a temporary basis till March 31, 1953, whereafter from April 1, 1953, two-third of the posts of the Headquarters organization were made permanent. The Field Publicity Units on district level were transferred to the administrative control of Planning Department with effect from April 1, 1953 but have been retransferred to the control of Information Department/Directorate from November 1, 1954.

2. The Secretary to Government in the Information, Public Works and Power Departments is no longer the Director of Information and the Officer previously holding the post of Under Secretary, Information and Education Department, has been appointed whole-time Director of Information. There is no longer an Under Secretary in the Information Department. The Information Department/Directorate has got the following gazetted officers:

(i)	One Deputy Director of In	formation		••		<b>Rs.</b> 250—850
(ii)	One Deputy Director on splicity.	ecial duty in co	onnexion	with special	pub-	250—850
(iii)	One Assistant Secretary	••	• •	• •	••	475—675 plus special pay of Rs. 250.
(iv)	Three Assistant Directors of	f Information		, .		250—700.
(v)	One Publication Officer	••	••	••		300-400 (Gazetted).
(vi)	One Radio Engineer	••	ma	4:4	••	300850.
(vii)	One Officer i/c Photograph	y and Film.				
(viii)	One Officer on special duty	in connexion v	vith Gener	al Administr	ation	475675.

(viii) One Officer on special duty in connexion with General Administration 475—675 Report.

On account of rapid increase a number of new non-gazetted posts in various cadres have been created through the schedule of new demands and the department and Directorate have been split up into three Superintendents, Departments, viz., Information "A", Information "B" and Information "C". A statement showing the present strength of these departments along with the distribution of work between them is enclosed.

It may be mentioned here that a number of posts in the Directorate were made permanent in 1953 on Secretariat scale of pay and a number of assistants have been drawing those scales of pay for several years. The Secretariat scales of pay were allowed to the Directorate officials for the reason that the work of the Directorate was considered to be as important as that of a Secretariat Department. It has been further asserted that experience has established the fact that the working of the Information Department and the Directorate together is not only expeditious but will ever remain desirable as long as the Information Directorate will have to discharge its duties in close keeping with Government policies. It is, therefore, suggested that both the departments and the Directorate may be kept together under the Information Department and the Publicity work of the different departments of Government should be centralized in the Information Department.

We have given our careful consideration to the above proposal and regret to say that we are unable to endorse it. In our opinion the very fact that the work in the Information Department in the present set-up is highly important it is necessary that the work of this department should be separated from the Secretariat part of the work.

If this view finds favour then those at the Secretariat level there need be only a Secretary who need not be whole-time assisted by a skeleton Secretariat Staff of Superintendents and clerks. The Secretariat part of the work will consist only of budget provisions, etc., and will not be very much. The main work of the Information Department consisting of reporting, information, bulletin, publicity in journals will be done by and under the Directorate. The strength of the Secretariat staff will have to be determined in the light of references made and in consultation with the Information Secretary.

So far as the Directorate part of the work is concerned the Committee are of the opinion that the staff given above in this note should be enough at present to man the department. In fact we consider that the present strength of the combined staff should be sufficient to provide staff both for the Secretariat part as well as the departmental part.

It has been suggested before us that the nature of the work in Information Department is such that the department has got to be integral part of the Secretariat as otherwise there is a likelihood of delay in the issue of publications on important Governmental activities.

The Committee are unable to agree with this view for the following reasons:

1. The separation of the Directorate from the Secretariat part does not necessarily mean that the Directorate will be located outside Lucknow. In fact it can very conveniently be located in the building of the Royal Hotel which has recently been acquired by Government and as such purely from the point of view of distance the separated Directorate will be just as good as being in the Secretariat.

The Directorate will continue to issue literature about Government activities from the Directorate just as it is doing now from the Secretariat. We do not see any reason why the Directorate of Information seated in the Royal Hotel should not be able to work as efficiently as it were seated in the Secretariat building.

The reporting on the various Government matters can as conveniently be done from the Royal Hotel as from the Secretariat Building. The various members of the staff can be detailed out for their respective duties just as they are being done now.

We do not visualize that there will be any delay in the matter of disposal of information work when the work is being done at Directorate level.

The Committee are, therefore, of the view that the present Information staff barring the skeleton staff which may be placed at the Secretariat level should get the scale laid down by the U. P. Pay Committee and accepted by the Government for Heads of Departments. Men belonging to the permanent cadre of the Secretariat in the office of the Director of Information shall continue to draw their Secretariat rate of pay till such time as they revert back to the Secretariat. This pay, however, will be personal to them and will not be given to their successors.

The Committee are aware of the fact that so far as technical units are concerned they will draw the scale which they are doing now. This proposal will, therefore, affect the clerical staff only. They however do not see this as a valid reason for not accepting the same principle for the Information Department which is followed in other departments.

It has been suggested that the duty hours of the Information staff are not less strenuous than the duty hours of the Secretariat staff and therefore there is justification for giving them the Secretariat scale of pay.

With due respect to the above view the Committee are unable to say that the duty hours of other departments besides the Information Department are not quite as strenuous as the duty hours of the Secretariat Staff. The Committee, therefore, see no reason to treat the Information Department officials any different from the officials of other department.

The question of publicity has to be considered in two aspects, namely-

- (1) Production of literature for publicity, and
- (2) The actual propaganda of that literature in the field.

So far as item No. 1 is concerned the Sub-Committee were unanimously of the opinion that the production of material for publicity must be edited and issued centrally. This again may be divided into two sub-heads, namely one relating to the printed matter and the other to the production of pictorial materials.

The Sub-Committee were of the opinion that the policy of centralized issue be followed in both cases. The basic material should be supplied by the departments concerned and the Information Directorate should edit and issue this material for public consumption. If this suggestion is accepted it will avoid duplication of the publicity agency in various departments and would thus save consequential waste at a number of places merely because different departments have publicity sections of their own.

The Committee understand that there are 12 departments which maintain their publicity sections. The details of the staff and the expenditure incurred by these sections is given against each department—

Name of Department	Strength of staff and scale of pay of each post	Budget allotment
1. Police Department (D. I. G., C. I. D.)	1 Sub-Editor at fixed pay of Rs. 200 per mensem 2 Assistant Clerks at Rs. 60—110.	Rs. 17,400
2. Education Department	••	••
3. Excise Department	<ul> <li>6 Prohibiton and Social Uplift Officers at the rate of Rs. 250—25—500.</li> <li>2 Clerks at Rs. 80—240</li> <li>2 Technical Supervisors at Rs. 75—200.</li> <li>20 Prohibition Organizers at Rs. 60—120</li> <li>7 Clerks including a Hindi Typist at Rs. 60—110.</li> <li>3 Dirvers at Rs. 45—65.</li> <li>2 Van attendants at Rs. 30—65.</li> <li>20 Peons and Chaukidars at Rs. 25—1/2—30.</li> </ul>	1,51,800
4. Public Health Department	1 Assistant Director, Health Publicity at Rs. 500-1,200.	
(Health Publicity Unit)	<ul> <li>1 Assistant Hygiene Publicity Officer at Rs. 300—850.</li> <li>1 Head Clerk at Rs. 100—170</li> <li>2 Accounts clerks and Noter and drafters at Rs. 80—130.</li> <li>1 Stenographer at Rs. 75—150.</li> <li>1 Clerk at Rs. 60—110.</li> </ul>	44,080
B. C. G. Vaccination Publicity (Public Heal Dapartment).	th 1 Film Operator at Rs. 40—80. 1 Driver at Rs. 45—80. 1 Cleaner at Rs. 25—1/2—30. 1 Field Organizer at Rs. 250 per mensem fixed.	15,200
5. Irrigation Department	1 Publicity Officer at Rs. 250—850	10,000

	Name of Department	_		Budget lliotment
6.	Animal Husbandry Department	•••	1 Publishing Officer at Rs. 200—450. 1 Artist-cum- Photographer at Rs. 120—250. 1 Camp Clerk at Rs. 80—140. 5 Demonstrators at Rs. 60—100.	Rs.
7.	Food and Civil Supplies Department	••	1 Public Relation Officer at Rs. 250—850. 1 Stenographer at Rs. 160—400. 2 Orderly Peons.	2,20,.00
8.	Panchayat Raj Department	••	1 Journalist at Rs. 200—10—250 1 Photographer at Rs. 80—200 2 Upper Division clerks at Rs. 80—240. 1 Lower Division clerk at Rs. 60—100. 2 Printers at Rs. 60—100. 2 Peons at Rs. 25—30.	36,000
9.	Labour Department	**	1 Labour Intellegience Officer at Rs. 250—850. 1 Senior Assistant with Journalistic experience at Rs. 200—450. 1 Noter and Drafter at Rs. 80—240 1 Assistant at Rs. 80—140. 1 Clerk at Rs. 60—100. 1 Daftari at Rs. 30—1—35. 2 Peons at Rs. 25—1/2—30. 3 Orderlies at Rs. 25—1/2—30.	24,600
10.	Co-operative Department	••	1 Publicity Officer in Co-operative Service Class II (permanent) at Rs. 250—25—850. 1 Publicity Assistant at Rs. 200—350. 1 Artist at Rs. 120—6—210—10—250. 2 Orderly peon and Office peon at Rs. 25—1/2—30.	
11.	Transport Department	••	1 Publicity Officer (now designated as Assistant Transport Commissioner, Roadways) at Rs. 250—800 2 Clerks at Rs. 80—240. 1 Orderly peon at Rs. 25—1/2—30.	).
12.	Harijan Sahayak Department	**		£-#

In view of what has been stated above it is the recommendation of the Committee that the publicity section of the above noted departments except Labour, Co-operative and Harijan Sahayak may be integrated and merged with the Information Department. They consider that publicity by the departments which do not specialize in the subject is objectionable from many points of view.

If the above policy is accepted practically all the staff now merged in the departments noted above will become superfluous. In its place perhaps one or two technical units may have to be added to the Information Department.

The Committee are of the view that the publication of various journals by different departments given above is not at all necessary and all departmental publications like Panchayat Samachar, Police Akhbar, etc., should be done by the Information Department who should issue one journal only having different sections. It will publish the journal like Government Gazette centrally and will have different sections dealing with different subjects. There may be for example a Panchayat Section of the paper. It will contain views of interest to Panchayats like Sharamdan work, village defence work, etc., in another section it will publish all information about Agriculture and Animal Husbandry.

As regards the second point, namely the publicity and propaganda, the Committee were clearly of the view that the distribution of literature and educating the public about Governmental activities should be separated from the general work of social and educational activities.

The programme of field publicity has been done through P. A. E. sets, leaflets, meetings, melas, camps, exhibitions, etc., and the Committee consider that this should be done through the common development agency.

So far, however, as the literacy drive is concerned, it is a specialized job and should be done by a separate personnel. Under this category will fall the organization of youth camp, adult literacy classes, etc., for this work a separate official at the village level as at present will have to continue.

In our opinion the personnel of the Information Department at the district level should be a part of the integrated development set-up. The District Information Officer should be a member of the development team at the district level working under the guidance of the District Magistrate, ike the district level officer of any other itegrated department.

The Committee may mention in passing that they contemplate that in future great stress will have to be laid on tourist traffic and it would be one of the main duties of the Information Department to see that proper attention is paid to this aspect. They understand that information centre is being established at each district headquarters. They endorse the idea but they would again point out that the information centre should be under the District Planning Officer.

S. S. HASAN, I.C.S., Convener, Sub-Committee "A".

# Statement showing the distribution of work in the three departments of information Directorate

# INFORMATION (A) DEPARTMENT

## (I) Main Section

### Subjects 1

- 1. Policy Matters.
- 2. Gazetted Staff (Appointment, Promotions, leave, etc.).
- 3. Non-Gazetted staft at the Headquarters (Appointment, Promotions, leave, etc.).
- 4. Correspondence with the Government of India and other State Governments.
- 5. Standing Committee on Information and other Inquiry Committees.
- 6. Council and Assembly Questions.
- 7. Republic Day, Independence Day and Gandhi Jayanti Celebrations.
- 8. Action against newspapers printers, publishers, etc.
- 9. Book Examiners Reports.
- 10. U. P. Press Consultative Committee.
- 11. Supply of newspapers to High Commissioner for India in London.
- 12. Subscription of A. P. I. and P. T. I. bulletins.
- 13. General Stores (Stationery, typewriters, bicycles, electric fans and furnitures).

# (II) Scrutiny Section

- 1. Scrutiny of newspapers, periodicals, etc.
- 2 Preparation of periodical reviews on press trends, etc.

# INFORMATION (B) DEPARTMENT

# Ministerial and Inferior Staff

- 1. Accounts and Budget.
- 2. Field Publicity (including establishment of Field Publicity Units).
- 3. Community Listening Scheme (including establishment of Zonal Centres).
- 4. Rural Programme of the Lucknow Station of the All-India Radio.
- 5. Technical Engineering Section (Mechanical and Radio Engineering).
- 6. Stores (Technical and Film including Photographic Stores).

# INFORMATION (C) DEPARTMENT

- 1. Publication Bureau
- 2. Information Bureau.
- 3. Maintenance of Press Room.
- 4. Reference and Library Section.
- 5. Issue Section.
- 6. Stores (Publications Bureau).
- 7. Issue of advertisements to newspapers.

# Statement showing the distribution of staff of three departments

# INFORMATION (A) DEPARTMENT

			*****		,	
Cupadatandast					1	Rs. 475—675.
Superintendent Assistant Superin		• •	• •	**	i	Rs. 160-400 plus special pay Rs. 40.
		••	• •	••	1	Rs. 160—400.
U. D. Assistant	••	••	• •	••		
R.C.	A	• •	• •	• •		Rs. 160—400,
Lower Division			• •	• •	5	Rs. 80 200.
General Store ke	eper	• •	• •	• •	1	
				Scrutiny S	Section	
Journalist Inchar	ge	••			1	
Scrutiny Section	•	• •				
Scrutinizers	• •	••	• •		10	4 posts sanctioned this year. Candidates.
						have also been interviewed. Rs. 160-400.
L. D. Assistant					3	Rs. 80—200.
Bundle-Lifter	••	•••	• •	• •	1	Rs. 60100.
Copy-writer	••	•••	•••	•		Rs. 60-110.
	••	••	• • •	• •	_	
		INFOR	MATI	ON (B)	DEPAR	rment
		MITOR	MINT	IOM (B)	DEI'AK.	INIDIAT
						D. 475 475
Superintendent	••	• •	• •	••	1	Rs. 475—675.
			Field	Publicity	Section	
Assistant Superir	itendent				1	Rs. 160-400 plus special pay of Rs. 40.
U. D. Assistant	••	••	• •			Rs. 160400.
R, C.	••		• •	• •	1	Rs. 160-400.
Accountant		• •	• •	••	1	Rs. 160-400.
L. D. Assistant		••		• •	4	Rs. 80-200.
Typists (L. D. As		•••	• • •			Rs. 80—200.
13 brites (=1 20.12)	,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,	••	••	•••	_	
				Techni	ice)	
				# Acrise		
Machanian Pagi	244				1	Rs. 150200.
Mechanical Engi		• •	• •	••	i	Rs. 75—200.
Technical Superin		• •	••	• •	· .	Rs. 45—80.
Driver	••	• •	• •	• • •		Rs. 25—1/2—30.
Cleaner	• •	• •	• •	••		Rs. 40—65.
Cinema Operator	,	••	• •	150	Tangal -	Rs. 30—50.
Carpenter	• •	• •	••	CHI		Ks. 3030.
				25 F S E S		
			1	Exhibition	Section	<i>y</i>
				78139	(C)	
U. D. Assistant	••	• •	• •	RESIDE		vacant—Rs. 160—400.
L. D. Assistant	• •	• •	• •	620,003	2	Rs. 80—200.
Store-keeper					1997	vacant.
Cinema Operator	7			9.75	10 6 // 10 1	,, Rs. 4065.
				1.91	1.747.1	
			Acc	counts and	General	
				A TOTAL PROPERTY.	A STATE OF THE PARTY OF THE PAR	
Assistant Superin	itendent (A	ccounts)	• •	F304 100	38897PH	vacant Rs. 160-400 plus special pay Rs. 40.
Accountant	• •		• •	High the	4	Rs. 160—400.
Treasurer	• •		• •			Rs. 160400.
L. D. Assistant			• •		2	Rs. 80—200.
R. C.			• •	선덕시	사의 '키리크 <b>1</b>	Rs. 160-400.
		Comu	unity 1	Listening a	and Radio i	Engineer
A t. 4 4 Clara mailin	4				2	Rs. 160-400 plus special pay Rs. 40.
Assistant Sueprin		• •	• •	• •	2	3+3 posts vacant-likely to be filled up
U. D. Assistant	••	• •	• •	• •		shortly to 160- 400
~ ^						shortly. Rs. 160-400.
R. C.	• •	••	• •	••	1	vacant—Rs. 160—400.
f 75 A = .1 + 4					-	P. 90 300
L. D. Assistant	• •	• •	••	• •		Rs. 80200.
Radio Store Cleri		• •	• •	• •		Rs. 60—100.
Additional Radio		••	••	• •	1	D- 120 200
Assistant Radio I	engineer	• •	• •	• •	2	Rs. 120—200.
Technician	• •	• •	• •	• •		Rs. 60→100.
Radio Machanic		• •	• •	••		Rs. 30—65.
Battery Bearer	• •	• •	• •	••	1	Rs. 25—1/2—30.
Laboratory Atten	dent	••	• •	• •	Ī	Rs. 25—1/2—30.
Drivers	• •		• •	• •	2	Rs. 45—80.
Cleaners		• •	• •	• •	2	Rs. 25—1/2—30.
	Sto#	attanlind 4	. A 11 T-	die Dodle	Station for 1	Panchavatohar Programma
	३१८॥	amaceto (	n 141-10	CHDRY Purp	ention lot 1	Panchayatghar Programme
Supervisor Rural	Broadcast	ing	• •		1	Rs. 200—450.
Assistant Supervi			• •	• • • • • • • • • • • • • • • • • • • •	î	Rs. 120—8—200.
Radio Clerk	<b>30</b> 1		••	• • •	î	Rs. 60—100.
	- ·		- •	••	-	
			Photo	graphy Fil	m Sections	
Assistant Photogr	rapher				1	Rs. 200—300.
Camera Assistant		•••	•••	•••	ī	** ** *1
Laboratory Assist		••	••	• • •	i	Rs. 75—5—120.
	,		- *	••	-	
		INFOR	MATI	ON (C)	DEPART	MENT
						· = · · ·
Superintendent					1	Rs. 475—675.
Superintendent	••	• •	••	••		

#### Publication Bureau

Assistant Superintendent U. D. Assistant R. C. L. D. Assistant Typist (L. D.) Junior Grade Junior Grade Accountant Bundle-Lifter Copy holder Artist			::	1 Rs. 160—400 plus special pay Rs. 40. 3 Rs. 160—400. 1 Rs. 160—400. 6 Rs. 80—200. 1 Rs. 80—200. 1 Rs. 60—100. 1 Rs. 160—400. 1 Rs. 60—400. 1 Rs. 60—400. 1 Rs. 60—400. 1 Rs. 60—400. 1 Rs. 120—80—E. B.—4—100. 1 Rs. 120—8—200—10—300.
		I	ssue Section	l
U. D. Assistant working as Typist (L. D. posts) Despatch Clerks Cyclostyle Operator	Inchar	**	tion   rnalist Sect	1 6 Rs. 80—200. 3 Rs. 80—200. 1 Rs. 30—1—35.

U. D. Assistant News Officer	::	••	••	••	1 Rs. 160—400. Vacant 3+1 candidates already interviewed— Rs. 300—25—500.
Journalist	••	••	••	••	Vacant 18+4 candidates already interviewed— Rs. 160—400.

**Translators** Rs. 160-**-400.** Copy holder Editor "Tripathga" Rs. 45-75.

## PLANNING DEPARTMENT

At present development projects in the State are of three different patterns, viz.

- (1) Pilot Project, Etawah. It is a sort of laboratory for testing different aspects of development work.
- (2) Community Projects—These are going to be wound up shortly.
- (3) N. E. S. Blocks. This a general pattern adopted for the whole country. Each block covers a population of 66,000 residing in approximately 100 villages, except in case of sparsely populated areas like Kumaun, Bundelkhand, etc.

The personnel in each block consists of -

- (1) One Block Development Officer in the scale of Rs. 220-400.
- (2) Four Assistant Development Officers (Functional) in the scale of Rs. 120-250 (one for Agriculture, one for Animal Husbandry, one for Panchayat Raj and Co-operative and one for Social Education).
- (3) Ten Village Level Workers in the scale of Rs. 75—120 per mensem.

# Office Establishment

Accountant	••	••	1 Store-keeper		1
General Clerk	• •	• •	1 Messengers	••	3
Orderly peon			1 Jeep Driver		1

Besides the above staff, there are the following officials on an average in each block:

Panchayat 1	Secretaries	• •	• •	8
Lekhpals				23
Stockman				1

The Block Development Officer, being in-charge of co-ordination of the entire development work of the block, is, in the opinion of the Sub-Committee, very necessary in the existing set-up of the department. This post should therefore continue.

As regards the Group Level Workers, there are 4 Assistant Development Officers in each block at the moment, viz.

- (1) Assistant Development Officer, Agriculture.
- (2) Assistant Development Officer, Animal Husbandry.
- (3) Assistant Development Officer, Panchayat and Co-operative.
- (4) Assistant Development Officer, Social Education.

The Sub-Committee have already expressed the view in their report on the General Administration, that the pooling of Group Level Workers of such departments as are allied will tend to increase efficiency. They have also expressed the view that the charge of such a pooled G. L. Ws. should be about 50 villages. The Sub-Committee have again considered this question with due regard to the present development set-up, and they do not see any reason to revise their former opinion. They are of the view that the functions of Assistant Development Officers, Agriculture and Animal Husbandry can very well be performed by one person and that of Assistant Development Officers, Co-operative, Panchayat and Social Education by another. The Sub-Committee,

therefore, recommend that at the block level, there should be an Assistant Development Officer for Co-operative, Panchayat and Social Education and another Assistant Development Officer for Agriculture and Animal Husbandry. Since there are 100 villages in a block as a rule there will be need for four Assistant Development Officers in each block. They also consider that in view of the fact that the charge of an Assistant Development Officer will be only half of a block, it will be better if the headquarters of all the Assistant Development Officers are not fixed at the headquarters of the block. Two Assistant Development Officers should be attached to the Block Headquarters and the other two should be sent out to a different area in the block after due consideration of the requirements of such areas so that the so-called sub-headquarters of a block covering the activities of the second region of 50 villages are as centrally located as possible.

In this connection, it might also be mentioned that there is a provision of Rs.5,000 for buildings for each block which is comprised of quarters for four Assistant Development Officers. If the suggestion made in the preceding paragraph is accepted, it will obviously not be necessary to construct residential quarters for four Assistant Development Officers at the headquarters of the Block but only for two. The quarters for the other two Assistant Development Officers might be constructed at the Sub-headquarters referred to above.

In their report regarding General Administration, the Sub-Committee have already made their recommendations about the staff of Village Level Workers, and those recommendations apply to the Planning Department as well.

As regards the office establishment the Sub-Committee are of the view that considering the work of the block and the expenditure incurred over it, which is of the order of Rs.2.5 lakhs in a year, the office establishment is not excessive. On the other hand, there is need for one more messenger in each block because in view of the fact that there are four Group Level Workers, it sometimes becomes difficult to manage the work spread over 100 villages with three messengers.

#### Intensive Development Blocks

The expenditure on the personnel of these blocks is larger than that on the staff of a N. E. S. Block by Rs. 1 lakh for every three years. As against 10 Village Level Workers in a N. E. S. Block, there are 12 Village Level Workers in an Intensive Development Block. The Sub-Committee are of the view that the staff of Intensive Development Blocks is not much, considering their additional activities. But the number of Village Level Workers can, in the opinion of the Sub-Committee, be brought down to 10 if the Sub-Committee's suggestion, contained in their report on General Administration for the integration of village level organizations, is accepted.

The following offices have been pooled into single organization with effect from April 1, 1955:

- (1) District Agriculture Office,
- (2) District Co-operative Office.
- (3) District Livestock Office,
- (4) District Panchayat Office.

At present each district receives an approximate grant of about Rs. 2 lakhs per year for local development work. This work forms an addition to the normal work executed by the Public Works Department. The existing Public Works Department staff in the district is unable to undertake the additional work load. It is, therefore, necessary to sanction one post of overseer, who should work under the supervision and technical guidance of the Public Works Department authorities, in each district for the local development work. The advantage of creating this post will be that funds meant for local development works will be properly utilized which is not done at present. The Sub-Committee also feel that there is a necessity for the post of an Assistant Development Commissioner (Works) at the headquarters of Government, because the Chief Engineer, Public Works Department with the existing complement of staff under him, will not be able to supervise the increased tempo of work in the community projects and N. E. S. Blocks.

सत्यमेव जयते

## Headquarters

In view of the fact that a full-time Development Commissioner has already been appointed by Government, the Sub-Committee feel that the need for an Additional Development Commissioner at the Headquarters no longer exists.

In the opinion of the Sub-Committee further decentralization by delegation of powers of the Development Commissioners to Commissioners of Divisions is called for to achieve effective guidance and control of work and expenditure in their respective divisions.

Against the present set-up wherein four Zonal Deputy Development Commissioners, one Deputy Development Commissioner (General) and ten Assistant Development Commissioners, all of whom except two Assistant Development Commissioners operate from the Headquarters of the Development Commissioner, a more simplified headquarters establishment, both of officers and office staff, will result in better efficiency. The Extension Training Scheme is not at present capable of zonal organization and may be retained at the Headquarters. The accounts organization also has to form a necessary part of the Development Commissioner's office at headquarters.

It has been suggested by an eminent authority widely connected with the Development Work in India that the retention of the functional Assistant Development Commissioners, namely, those for Agriculture, Public Health, Social Education and Works, at the headquarters level, is essential. Is is also observed by him that an intimate examination of the work done by these officers in coordinating and directing the activities all over the State has shown that these officers have done invaluable work in this line. In the words of this authority:

"Quite rightly the supervision of the Community and National Extention Service projects is done on a zonal basis. However, the inevitable corollary is that the good or bad experiences, success or failure in one zone are not with this system communicated to other zones. You can see that this would involve waste of efforts and slowing up the progress either through duplication of failure or failure to repeat success. It is these Assistant Development Commissioners at headquarters who serve as transmission lines to keep zones mutually up to date."

The Sub-Committee have given their earnest consideration to this point of view. They however consider that—

First of all, it is impossible for one man at the headquarters to look after the work of the whole province.

Secondry, to give directions and to remove difficulties is the proper function of the Department concerned. In every department, for example, Agriculture Department, there is sufficient staff which watches the progress of the programme closely and the need of one man at the head-quarters to review the progress in the same field in development areas is hardly justified; and

Thirdly, the Sub-Clommittee visualize that the control and execution of the development programme is to be co-ordinated on a zonal basis and every zone should be responsible for seeing that due progress is made within its sphere. For that purpose, as will be subsequently mentioned, the Sub-Committee propose a Regional Council comprising of all the Regional Officers of the Development Department. They further propose a State Council. It is, therefore, obvious that the progress in the region will be watched by the Regional Council and failure and success carried to the State Council through the representatives of the Regional Council. It will thus be possible to attain the objective mentioned above on a wider collaboration basis than can be attained by appointing one man at the headquarters of the Development Commissioner.

The Committee, however, feel that there should be an Assistant Development Commissioner (Works) at the headquarters who should be able to give guidance and watch the progress of local works in development areas which is not watched by the Public Works Department.

The Assistant Development Commissioner, Social Welfare at the headquartrs of the Development Department, tooks to the extension side of the programme in Social Education chalked out by the "Action Research Institute". It was revealed to the Sub-Committee that there was very little contact between this Officer and the Assistant Development Officer, Social Education, who works on the spot. The Sub-Committee feel that the same can be said about every Assistant Development Commissioner.

It, however, goes without saying that the development programme as such must proceed in a co-ordinated and integrated form and the progress thereof carefully watched. With this object in view the Committee feel that it will be necessary to create Zonal Council at the Revenue Divisional Headquarter. This Council should consist of the Regional Officers of the Development Departments. At the Divisional level most of the development departments have such regional officers barring perhaps the Agriculture Department which has only functional officer and not regional. The function of the Sub-Committee is not to review the working of the Agriculture Department but it is submitted for the consideration of the Sub-Committee concerned that to watch the progress of agricultural work, an officer of the rank of the Deputy Director is required at the headquarters of each revenue division. The Committee therefore recommend that a regional council of development should be set up at the headquarters of every Commissioner. There are two sub-Commissioner ships in addition to eight Commissionerships in the Province. To start with the Sub-Commissionership should be attached to the regional council of the neighbouring division, the Collector-in-charge being a member of the council. This council should meet under the presidentship of the Commissioner at least once in three months and the Zonal Deputy Development Commissioner should be its Secretary. Whenever considered necessary a district representative of a particular department may be required to attend the meetings.

The Sub-Committee further recommend that at the State level there should be a Development Board of which all the heads of the Development Departments should be members and this Board should meet once in three or four months to review the progress and suggest ways and means of bringing about the improvement.

In the considered opinion of the Sub-Committee, in the future set-up the Deputy Development Commissioners who are all stationed at the Headquarters at present should be posted on zonal basis. There should be five Deputy Development Commissioners with the following revenue divisions as their jurisdiction:

(1) Lucknow and Faizabad Divisions ... One Deputy Development Commissioner.

(2) Varanasi and Gorakhpur Divisions
(3) Meerut and Agra Divisions
(4) Allahabad and Jahnsi Divisions
(5) Rohilkhand and Kumaun Divisions
Ditto

In the present set-up there is a full-time Development Commissioner, one Additional Development Commissioner, four Zonal Deputy Development Commissioners, one Deputy Development Commissioner (General) and ten Assistant Development Commissioners, all of whom, except two Assistant Development Commissioners, operate from the headquarters of the Development Commissioner. It is felt that Zonal Deputy Development Commissioners operating from the headquarters are not as useful as they would have been if they were stationed at the headquarters of their respective zones and operated from there, and they should be attached to the Commissioners of Divisions.

The Sub-Committee, therefore, recommend that Deputy Depvelopment Commissioners should be attached to the Commissioners of Divisions with headquarters at the Divisional Headquarters. So long as the volume of work does not appreciably increase it will be enough for one Deputy Development Commissioner to look after two revenue divisions. With the increase in work a revision of this policy will be needed.

The Sub-Committee also suggest that the offices of the Deputy Development Commissioner should, as far as possible, be in the same building in which the divisional office is located.

The intention of the Sub-Committee is to create a set-up in which there should be zonal Deputy Development Commissioners with full executive responsibilities and the Development Commissioners at the headquarters of the Government for co-ordinating the work of zonal officers and guiding the development policy at the State level.

In the opinion of the Sub-Committee, there is need for further decentralization in the work of this department, which should be effected by the Development Commissioner delegating his powers to Commissioners of Divisions with a view to ensuring an effective guidance and control over the development activities in their respective divisions and the expenditure connected therewith.

In order to enable the Commissioners of Divisions to paly an effective role in the proposed set-up, the Sub-Committee recommend the delegation to them of full administrative, disciplinary and financial powers of a Head of Department in respect of all matters relating to the Planning and Development Departments.

The Sub-Committee note that the Development Commissioner exercises the powers of a Head of Department for purposes of the rules in the Financial Handbook, Volumes II, III and V (Part I). He is also the controlling officer in respect of his own Travelling Allowance Bills as well as those of the staff subordinate to him. He is also empowered to delegate to one of the Deputy Development Commissioners or to any other officer of equal rank, his power of countersigning Travelling Allowance Bills of non-gazetted staff of his office.

Government have further authorized the Development Commissioner to make appointments to salaried posts carrying a pay scale the minimum of which does not exceed Rs. 200 per mensem subject to the usual course of recruitment being followed as prescribed by Government. He can also convert a gazetted post into a non-gazetted one in Group I and a post in Group I into one of Group II, on account of non-availability of suitable candidates temporarily from year to year, provided that he is satisfied that work will not suffer.

The Sub-Committee suggest that these powers, with the possible exception of the powers to down-grade a post, may be delegated to the Commissioners of Divisions in respect of their zones. Further delegation of power in respect of posts carrying a pay scale the minimum of which does not exceed Rs. 120 subject to the usual course of recruiment being followed as prescribed by the Government, may also be made to Commissioners of Divisions. The Sub-Committee feel that it would be enough if the Development Commissioner retains an over-all control as the delegating authority, with powers to review such delegations as and when necessary and if he exercises this authority in respect of inter-zonal matters. It is also suggested that the Commissioners of Divisions should be placed in general charge of the funds on a zonal basis and they should be empowered to allocate these funds within their zones in consonance with the general policy to be laid down by the Development Commissioner.

The Sub-Committee visualize the following set-up of the Development Department in future:

# At Headquarters

(1) Development Commissioner		• •	••	1
(2) Deputy Development Commissioner (General)	• •	••	• •	1
(3) Deputy Development Commissioner (Training)		••	••	1
(4) Assistant Development Commissioner (Works)		• •	••	1
(5) Assistant Development Commissioner (Agriculty	ure)	• •		1

# In the Divisional Commissioner's Zones

One Deputy Development Commissioner for two Zones-5.

(Note—The Three posts of Assistant Development Commissioners at Headquarters should be abolished.)

Office Establishment—The clerical establishment of the Development Commissioner at the headquarters is rather bulky and centralized, and the Sub-Committee feel that now that Commissioners of Divisions and Deputy Development Commissioners have been made inspecting authorities in connection with the development work, the clerical staff of the Development Commissioner's office at the headquarters should be distributed among the offices of various Commissioners of Divisions and Deputy Development Commissioners on zonal basis. In the event of the

staff being so distributed, a considerably reduced office establishment, together with the Training and Accounts Sections remaining intact, would be required at the headquarters of the Development Commissioner. The Sub-Committee are conscious of the fact that the above distribution may even result in some increase in the expenditure over the office establishment, but they feel that in the interest of efficiency this additional expenditure would be justifiable.

In this connection it may be added that, in the opinion of the Sub-Committee, there is no particular reason now, as there was some years ago, for the office staff of the Development Commissioner to be paid at the rates of Secretariat scales. It is, accordingly, suggested that the 29 members of this staff drawn from the Secretariat, as reported in respect of the year 1955-56, should be returned to the Secretariat in due course and fresh recruitment made to replace this staff on the pay scales applicable to similar staff in the offices of the Heads of Departments.

S. HASAN, I.C.S., Convener, Sub-Committee "A".

# Proceedings of the meetings of Sub-Committee "A" held on February 28, 1956

## SECRETARIAT ADMINISTRATION DEPARTMENT

At the outset the Sub-Committee discussed the procedure for the receipt and distribution of dak in the Secretariat, including also the procedure of putting up the receipts with office notes for orders of the officers concerned. A reference was also made to the functions of the Issue Section. After this preliminary discussion, the question which was considered was whether any change in the above procedure was possible with a view to saving time and labour in the working of the Secretariat and whether it was possible to introduce the new system of submitting for orders recepits along with previous papers and references but without office notes. The Sub-Committee came to the conclusion that the adoption of this system will entail a very large increase in the number of Secretariat Officers and therefore the proposed change in the existing system was not feasible. A point was then raised whether the number of stages of submission of a file can be reduced. In this connection, it was thought that probably the stage at which files are submitted for orders by the Assistant Secretaries to higher officers can be eliminated. It was, however, pointed out that usually not more than two officers in a department see a receipt, and it was only in important cases that a reference was submitted to three officers in one department for orders.

The point next discussed was the reason for the considerable increase in the number of Assistant Secretaries since 1942. It was pointed out that these posts have increased chiefly because of the tremendous increase of work in all the branches of the Secretariat and that mostly routine work in all branches is disposed of by Assistant Secretaries. A suggestion was thereupon made to the effect that there should be some criterion for judging the necessity of a post of Assistant Secretary in all the branches (except Secretariat Administration Department and Finance Department) and that if and when there is sufficient increase in work, the number of Under Secretaries who can do more responsible nature of work and who draw lesser pay than most of the Assistant Secretaries, should be increased instead of the post of Assistant Secretaries. It was thought that in this way efficiency could be increased and economy in expenditure could also be achieved. It was also suggested that the appointment of Assistant Secretaries, which proves to be more expensive, should be resisted and there should be a Special Secretariat Administrative Service carrying a scale of pay of Rs. 250—850 to which outstanding Upper Division Assistants should be promoted straightway as Under Secretaries instead of their being required to pass the stage of Superintendentship and that of Assistant Secretary. It was opined that the efficiency of a Superintendent as a good drafter diminishes gradually because of his not having to note upon a case for years together. The Sub-Committee were informed that there was already a U. P. Secretariat Service which includes Assistant Secretaries but not Superintendents. It was then suggested that, except in Finance Department and Secretariat Administration Department where the work is of a special nature, the posts of Assistant Secretariat in all other branches should be abelieved. tant Secretaries in all other branches should be abolished or at least reduced. As regards economy in expenditure of the Secretariat, it was pointed out that this should be done in two ways, viz., (1) reduction in the number of Assistant Secretaries, and (2) such Heads of Department as are giving Secretariat scales of pay to their staff, may be asked to give them pay-scales applicable to the offices of other Heads of Departments. The Sub-Committee have already made a recommendation regarding the giving of the pay-scales applicable to the establishments of Heads of Departments to the above staff in their report retating to the Development and Information Departments, and they reiterated the same views in the case of Secretariat Administration Department also. It was also, therefore, suggested that the Heads of Departments who were paying Secretariat scales of pay to their staff should be asked to give them the pay-scales applicable to the offices of other Heads of Departments and not the Secretariat pay-scales as at present.

A passing reference was also made about the decentralization in the work of the Secretariat since 1951 and the stupendous growth in the volume of work after 1942.

Particular mention was made about the present working of the Petition Department and the point discussed in this connection was whether any system could be devised by which the disposal of petitions and representations could be expedited because under the existing arrangement considerable delay occurs in the disposal of petitions.

It was also pointed out that in a department the superintendent has to supervise the work of 15 to 20 assistants which naturally involves some delay. If this delay is to be eliminated or minimized, the first and foremost thing would be to reduce the number of assistants under the charge of superintendent, which will necessitate creation of more posts of Superintendents and will, consequently, prove more expensive.

A question was also raised as to whether there has been any reduction in the volume of Secretariat work after the deligation of certain power to Heads of Department in August, 1955. On this point, the Sub-Committee were told that there has not been any perceptible decreas in work, as it is only in the sphere of routine work that the beligation of powers was likly to have any effect

The question of confirmation of temporary staff in the Secretariat also figured in the discussion of the Sub-Committee and the consensus of the opinion was that the continuance of a large number of temporary posts for as long as 10 or 15 years was definitely against the interest of efficiency, as it was thought that the element of uncertainty about the security of tenure took away much of the initiative and the urge to put one's best in Government service. To remedy this state of affairs, it was suggested that in permanent departments at least 60 per cent or two-thirds of the total number of temporary posts should be made permanent.

In this regard, the Sub-Committee were informed that the Disciplinary Proceedings Inquiry Committee had already made certain recommendations about temporary staft which had been accepted by Government and were being implemented by them. In pursuance of these recommendations 150 temporary posts are going to be made permanent next year.

SIDDIQUE HASAN, I.C.S., Convenor, Sub-Committee "A".

## AGRICULTURE DEPARTMENT

While examining the various schemes of the Agriculture Department, the Sub-Committee observed that there can be two lines of approach, viz., (1) certain cuts in expenditure may be imposed on the schemes which have not proved fruitful or the entire scheme be scrapped off, and (2) certain ways and means may be devised for increasing the efficiency of the existing schemes.

#### **Basic Seed Stores**

It was in this context that the Sub-Committee took up consideration of the scheme for the establishment of Basic Seed Stores. The Sub-Committee examined the working of the Basic Seed Stores and has examined their financial aspects. The figures of income and expenditure as supplied by the Director of Agriculture Department are as follows:

	Year		6		Income	Expenditure	Profit or Loss (+) ()
			100		Rs.	Rs.	Rs.
1951-52	••	••	. 1/	III.II	14,73,713	17,38,826	()2,65,113
1952-53	• •	••	10	7 937	34,79,990	17,98,701	(+)16,81,283
1953-54	••	••			()15,86,123	18,39,265	()34,25,388

The above figures show that the Basic Seed Stores have yielded profit in one year and loss in two years. It is necessary that the Basic Seed Stores should be reorganized and supervised so as to prevent losses to Government. The figures indicate that there is something wrong with the administration of these seed stores. The whole position will have to be investigated and an exhaustive enquiry in its working should be made by Government.

The Sub-Committee recommend that the Seed farm on Ghaghra Ghat, district Bahraich, should be closed down forthwith as this farm is giving heavy losses to Government which will be borne out by the following figures of income and expenditure of this farm supplied by the Accounts Officer attached to the Finance Department.

	Year				.Income	Expenditure	Profit or Loss (+) (—)	
1951-52		••	••	••	83,151	80,520	(+)2,631	
1952-53	• •	••	••	• •	35,228	71,549	()36,321	
1953-54	••	••	••		45,049	65,656	()20,607	

## Jute Development Scheme

3. In regard to the Jute Development Scheme the Sub-Committee thought that in the beginning when acreage under jute cultivation was small, it might have been necessary to take effective steps to increase the area under jute cultivation in order to push up production, it appeared no longer necessary to continue the scheme, now that the objective set by the department had been achieved. The Sub-Committee were, therefore, of the opinion that there should be a progressive decrease in the Governmental activity regarding this scheme and that some of the smaller experimental farms could be given up, confining the operation of the scheme only to the bigger farms.

The Sub-Committee also proposed that the number of Assistant Jute Development Inspectors and Kamdars should be considerably reduced.

## Reclamation of Usar Land

4. The Scheme for Reclamation of usar and eroded land, costing Government more than Rs. 5 lakhs annually on the staff and contingent expenditure and more than Rs. 21 lakhs on the Usar Farms at Dhakauni, Kathiar, Rahimabad and Rahman Khera, was next examined by the Sub-Committee. In the opinion of the Sub-Committee, the expenditure on the reclamation of usar land has been considerable and the return is not at all commensurate with the huge expenditure incurred so far. The amount of losses sustained by Government on the four usar farms mentioned above since 1950-51 has been of the order of over Rs. 12 lakhs. For 300 acres of cultivable land there is a fleet of 26 tractors, and there have been more than 14 pairs of bullocks on each of the four farms for irrigation facilities besides 11 tube-wells installed in these farms. In spite of these facilities, usar farms are giving heavy losses. The Sub-Committee, therefore, recommend that Government may retain only a few usar land blocks where the land is good and where encouraging result can be expected. The rest of the land coming under the scheme of reclamation of usar land should be given on lease to private parties or farms.

#### Plant Protection Scheme

5. This scheme which was started in the year 1947 and was operated first in 10 districts, has now been extended to all the districts of the State with six centres, their sub-centres, and one training centre at Bakshi-ka-Talab. The annual cost on account of the scheme is a little over Rs. 4 lakhs. The main function of the staff at centres and sub-centres is to organize and carry control measures against pests and diseases, to survey the pests and diseases in infected areas, training of extension and development staff in the district and to assess damage by pests and diseases. The only source of receipts under this scheme is the realization of charges from the growers for control operations against pests and diseases on their fields. The operations were done free of charge initially. The realization of charges started from the year 1950-51. The Sub-Committee consider that the income which is derived from the above source for the services rendered to the orchardists and the cultivators is much less than the expenditure incurred on the scheme. Therefore, they recommend that Government should devise ways and means to step up suitably the income under the scheme.

# Soil Survey and Soil Work

6. There is a provision of Rs. 1.8 lakhs for the scheme for soil survey and soil work. In view of the achievements made under the scheme during the last six years of its existence and in view of the increased use of fertilizers, large extension and organized farming and introduction of heavy yielding varieties of crops, constant advice on soils will be necessary if their fertility is to be maintained at its highest level and full benefit is to be derived from the adoption of Scientific methods of increased crop production. The Sub-Committee recommend that the work done under the scheme is of a permanent nature and should be allowed to continue.

## Scheme for Training of Malis

7. There is a scheme for the training of mills for which provision of about Rs. 31,000 is made annually in the budget. Considering the expenditure incurred on this scheme and its utility, the Sub-Committee were of the opinion that it was not necessary to have a scheme like this. The Sub-Committee, therefore, recommend that the scheme may be scrapped for the with.

### Bureau of Agricultural Information

8. The Sub-Committee were also of the view that having separate publicity units attached to different departments leads to much wasteful expenditure and duplication of work, when there is a centralized agency for the publicity of Governmental activities, viz., the Information Department. In the considered opinion of the Sub-Committee, the Bureau of Agricultural Information attached to the Agricultural Directorate for which a provision of Rs. 47,000 exists in the budget of the year 1954-55, should be amalgamated with the Information Department which should bring out the Agricultural Journal. If considered necessary, one representative of the Agriculture Department may be attached to the Information Department to look after the proper and timely publication of the journal. He may also work as a Liaison Officer between the Information and the Agriculture Departments.

# District Agriculture Officers

9. The total number of District Agriculture Officers in the State is 54 out of whom 31 are non-gazetted drawing pay in the scale of Rs. 200—15—350 and 23 are gazetted officers drawing pay in the scale of Rs. 250—850. Out of the 23 gazetted officers one is attached to the Headquarters at Lucknow as Paddy Extention Officer and two are working as Planning Officers at Banda and Bara Banki and the rest are posted to districts. After a mature consideration the Sub-Committee decided that there was no necessity of having gazetted District Agriculture Officers posted to district, because, in the opinion of the Sub-Committee the work done by such an officer could be managed by an Agricultural Inspector of Class I. Such an Inspector can be posted to district in place of the gazetted District Agriculture Officer, and he may be known as District Inspector. He may, for purposes of direction and control, be attached to the District Planning Officer and the technical part of his work may be supervised by the Deputy Director of Agriculture of the range. As a natural corollary to this there will remain no need for a separate District Agriculture Officer.

# **Departmental Vehicles**

10. There are 62 vehicles in the Agriculture Department, of which 15 are light vehicles and 47 are heavy vehicles. The Sub-Committee have scrutinized the allocation of the vehicles between different officers of the department and in the districts. They consider that the number of vehicles in the department is excessive by all standards. For instance, there are four light vehicles and three

heavy vehicles in the Government Agricultural College, Kanpur, alone. In the opinion of the Committee, only one or two vehicles for field work at Kanpur should be enough. At the Head-quarters of the Department at Lucknow, there are as many as seven light vehicles and twelve heavy vehicles. The Committee consider that the number of these vehicles is excessive and that it should be reduced to two light vehicles and four heavy vehicles at the most. The Director of Agriculture may be asked to adjust the allocation of vehicles at Lucknow and other districts suitably in order to bring down the cost of maintenance, up-keep and the running charges of the departmental vehicles.

# **Experimental and Seed Farms**

11. There are 21 experimental farms and 24 seed farms. The annual expenditure on the experimental farms including demonstration and multiplication farms amounts to about Rs.5 lakhs, while the income from these farms was estimated at Rs. 4·2 lakhs in 1954-55. After examining the details of expenditure incurred on Experimental Farms and the income derived therefrom, the Sub-Committee hold the view that the number of such farms should be reduced and private cultivators and co-operative societies should be encouraged to have their own farms, by giving them such facilities as may be considered necessary. The plea in favour of the maintenance of Seed Farms is that these farms supply improved varieties of seed to the seed stores for distribution to cultivators. But in the opinion of the Sub-Committee, the work of supply of improved seed to seed stores can be undertaken by selected cultivators and also by co-operative societies and the distribution of seed may continue as at present.

# Additional Director of Agriculture

12. The Sub-Committee consider that the post of Additional Director of Agriculture should be abolished as in their opinion, the work can be carried out quite efficiently by the Director of Agriculture with the hetp of the Deputy Directors. The Sub-Committee have been unable to ascertain the duties and functions performed by the officer of the Agriculture Department who is at present on special duty in the Secretariat. *Prima facie*, this post is not required in the Secretariat. The Head of the Department would always be available for advice. The Secretariat work should be done by the Secretary or the Deputy Secretary of the Agriculture Department in the Secretariat.

# Regional Deputy Directors

13. With regard to the question whether there should be functional Deputy Directors stationed at the headquarters as at present, or Deputy Directors should be posted to regions, the Sub-Committee's considered opinion is that leaving two Deputy Directors to work on a functional basis—one for Gardens and Horticulture and the other looking after the work at Headquarters—the remaining Deputy Directors should function on a regional basis as in the past. The Sub-Committee were also of the view that the work could be effectively managed if the State were divided into four agricultural regions, each being placed in charge of a Regional Deputy Director. There would thus be a reduction of one post of Deputy Director in the existing strength of seven Deputy Directors.

# AGRICULTURAL ENGINEERING DEPARTMENT

The Sub-Committee discussed the details of the expenditure with the Chief Engineer, Irrigation Department, who is in charge of the activities of the Agricultural Engineering Department and came to the following conclusions:

- (1) The Committee after having gone thoroughly into the functions of the Agricultural Engineering Department with particular reference to the money spent on the management of this department, are satisfied that the department has not been working satisfactorily even in the changed conditions. The considered view of the Committee is that Agricultural Engineering Department as such should be abolished and its functions should be made over to the various other departments as indicated below:
  - (i) Construction of wells and the tube-wells should be made over to the Tube-well Sections of the Irrigation Department and construction of Contour Bundhis and drainage improvement work to be done by the ordinary Irrigation divisions.
  - (ii) Manufacture of agricultural implements and ordinary repairs to State tractors, etc. should be done in the Central Workshop which should cater not only for the Agricultural Engineering Department but also for the Transport Department and the Industries Department as well. The Sub-Committee understand that there is a well-equipped Central Workshop under the Transport Department. It will be for the consideration of the department whether all engineering work connected with Agricultural Engineering Department can be handed over to this workshop or to the workshop maintained by the Industries Department.
  - (iii) Irrigation services should be done by ordinary divisions of the Irrigation Department. Advice and assistance to the agricultural public should be the responsibility of the Agriculture Department.

In this manner the entire work of the Agricultural Engineering Section can be done quite efficiently and satisfactorily by these other departments mentioned above and the Agricultural Engineering Section, the utility of which is extremely doubtful, can be abolished completely.

(2) Pumping installations on Tanks, Rivers, etc.—The Sub-Committee consider that the expenditure incurred on this scheme is not commensurate with the results achieved. They recommend, therefore, that this scheme may be abolished, its equipments be sold off and the recurring expenditure on it of over Rs. 1.5 lakhs saved.

(3) The Sub-Committee considered the Local Self-Government (Legislation) Department's suggestion that, in the interest of economy and efficiency, the well-boring operations at present carried out separately by the Irrigation Department (Tube-Well Division), the Agricultural Engineering Department and the Local Self-Government Engineering Department, may be merged into one unit. The irrigation services of the Agricultural Engineering Department having already been combined with the Irrigation Department, the question remained whether the tube-well operations of the Local Self-Government Engineering Department could be usefully combined with those of the Irrigation Department. The Sub-Committee are of the view that parallel departments of Government should not be run for similar activities, and the Irrigation Department, which has a tube-well organization on a very large scale, could and should be entrusted with the tube-well operations of the Local Self-Government Engineering Department as well.

## ANIMAL HUSBANDRY DEPARTMENT

After detailed scrutiny and discussions with the Commissioner, Animal Husbandry, and the Director, Animal Husbandry, the Sub-Committee "B" made the following recommendations in respect of the Animal Hsubandry Department:

- (1) Scheme for the establishment of Gosadans—This scheme envisages the maintenance of decrepit and uneconomical animals till they die their natural death. After their death their hide is flayed, cured and the carcasses utilized. The main idea of Gosadans is to remove unwanted animals to those areas where fooding problem is easier. It was reported that there were two Gosadans—one at Etawah and the other at Ramnagar. The Sub-Committee recommend that there should be a reception camp for useless and unwanted cattle in a group of villages or at each tahsil so that the private owners could send to such camps their unwanted cattle.
- (2) Animal fodder nutrition—The problem of animal fodder nutrition, it appeared, has so far been neglected. It is only recently that this work is being organized and more attention is being paid to this part of the work. This will be evident from the fact that although human population has increased the cattle population has remained more or less stationary. Except for the Food Nutrition Centre at Mathura no expenditure is being incurred on the improvement of fodder position by the Animal Husbandry Department and little co-operation, it was reported, was received from either the Agriculture or the Forest Department. The Sub-Committee, therefore, are of the opinion that there should be greater active co-operation from the Agriculture and Forest Departments, than there is at present, for increasing the fodder production.
- (3) Central Dairy Farm, Aligarh—This was purchased by Government from Messrs.

  Kaventers for Rs. 8,75,000 in November, 1948. The annual provision for the farm is Rs. 20 lakhs. The figures given in the margin will show that there was a net loss of Rs. 1,82,000 on the Farm during the years 1948-49 to 1949-50 ... 1,5400 ... 1954-55. The detailed figures of profit and loss during 1953-54 on the main items of business conducted by the Farm which 1951-52 ... 1,55,300 have been made available to the Sub-Committee are as follows:

  1,55,800 3,37,800

Statement showing the Interest, Depreciation and Profit and Loss of all the branches for the year 1953-54

	Name of t	he Sho	p	 Interest	Depreciation	Profit	Loss
				Rs. a. p.	Rs. a, p.	Rs. a. p.	. Rs. a. p.
1.	Allahabad	••	• •	 450 10 0	517 15 3		165 8 6
2.	Kanpur		• •	 315 15 0	249 10 0		4,314 15
3.	Lucknow		••	 287 4 3	87 3 0	142 9 9	•
4.	Lalkua		• •	 44 14 6		336 15 6	••
5.	Naini Tal			 157 3 9	141 2 0	••	376 14
6.	Ranchi		••	 137 6 3	103 7 9	834 7 9	_
7.	Delhi		••	 469 10 0	964 10 9	••	5,832 7 3
8.	Tajganj	• •		 8 10 0		235 11 9	•
9.	Agra Exhibition			 • •	• •		741 2 3
10.	Aligarh	••	••	 ••	••	••	247 5 3
			Total	 1,871 10 6	2,064 0 9	1,549 12 9	11,778 5 9

Rs. a. p.
Loss ... 11,778 5 9
Profit ... 1,549 12 9
Net Loss ... 10,228 9 0

Sections		9. 22.112	Interest	Depreciation	Net Profit or Loss (十) (一)
Dairy and Creameries Stores, Workshop and Press Pigstall and Bacon fly Cattle yard and Cultivation Dairy Appliance Branches	     		Rs. a. p. 12,239 10 0 11,647 8 3 16,629 12 9 15,833 11 9 7,138 8 3 1,871 10 6 65,360 13 6	14,244 4 6 12,338 14 6 6,574 10 0 897 2 9 2,064 0 9	(—)32,693 13 6

As the financial results show that the C. D. Farm is not working properly and is still running at a net loss to Government, the Sub-Committee recommend that it should be leased or transferred to a private body or firm.

(4) State Mechanized farms—A sum of Rs. 29 lakhs is spent annually on the State Mechanized farms. These farms were started in pursuance of the Grow-More-Food Scheme. The total area of these farms is 70,000 acres out of which 12,000 acres are under cultivation. The agricultural side of the scheme runs at a profit and whatever loss is incurred by Government on the Scheme, it is on the cattle breeding side. The following figures will show the losses sustained in connection with the Mechanized State Farms during the recent years:

	Name of	the Farms				1951-52	1952-53	1953-54
<u> </u>	<del></del>	<del></del>	<del></del>		· <del></del>	Rs.	Rs.	Rs.
1.	Babugarh	• •				()65,898	()1,42,573	()62,173
2.	Kamyar					(+)235	()1,46,779	()53,623
3.	Audeshnagar	• •				( <del>+</del> )1,725	(—)15,635	()23,056
4.	Manjhara					(—)48,062	(—)30,271	()75,550
5.	Hempur		• •			(—)87,509	(—)1,85,924	()2,72,340
6,	Saidpur			CITAL D		()1,40,087	()84,235	()77,341
7.	Nilgaon		3	C-112121	0	(+)1,509	(+)6,067	()42,914
8.	Arazi Lines	• •	59	4137631	ad-a	(-)68,022	(-)1,41,368	()92,942
9.	Niblett	••	16	3884 T	(A)(19)	(+)4,742	(—)34,946	()14,164
10.	Madhurikund	• •			1000	()1,00,460	(—)84,369	()1,50,275
11.	Bharari	••	• •		1003	(—)59,172	()36,106	()37,515
				Total	89	()5,60,099	()8,64,869	()9,03,00

# N. B.-Loss (-) Profit (+)

- The Sub-Committee recommend that the entire scheme should be reviewed by Government immediately and in case it is found that it is not possible to prevent the huge losses to Government on account of State Mechanized Farms, Government should consider seriously the closure of as many of these farms as possible.
- (5) Scheme for the sheep development—The annual provision on account of this scheme is about Rs. 5½ lakhs while the receipts are as low as about Rs. 1½ lakhs. Besides, the Sub-Committee considered that the results were not commensurate with the expenditure incurred on the scheme; they were also not satisfied with the working of the schemes and agreed that it should not be continued any further. They recommend, 'herefore, that the scheme should be abolished.
- (6) Animal Husbandry Commissioner—The Sub-Committee recommend that the post of Animal Husbandry Commissioner should be abolished and that part of the work done by him which should legitimately be the function of a Head of the Department should be transferred to the Director, Animal Hsubandry, while the secretariat work done by him should be done by the Deputy Secretary, Animal Husbandry Department, of the Secretariat.
- (7) District Livestock Officers—The posts of District Livestock Officers were meant for undertaking mass immunization of cattle. The Sub-Committee were informed that there were 12 gazetted posts of District Livestock Officers in the scale of Rs. 250—850, of which six were temporary and six were permanent ones. Of the temporary ones, five posts have not been filled so far. In the opinion of the Sub-Committee, the temporary posts which have not so far been filled should be abolished. Five permanent gazetted posts of District Livestock Officers which are attached with the Regional Deputy Directors of Animal Husbandry are mainly meant to look to the work of the Regional Deputy Directors when the latter are away on tour. In the opinion of the Sub-Committee, these five gazetted District Livestock Officers should properly be designated as Assistant Director of Animal Husbandry. The Sub-Committee also recommend that both the Deputy Directors and the Assistant Directors should periodically inspect the veterinary hospitals.

The present number of non-gazetted District Livestock Officers is 46 in the scale of Rs. 200—350. In the opinion of the Sub-Committee, their number should be raised to 51 so as to have one non-gazetted District Livestock Officer for each of the 51 districts.

- (8) Veterinary Assistant Surgeons—The total strength of the Veterinary Assistant Surgeons is 350. The attention of the Sub-Committee was drawn to the fact that there was no incentive for this class of officials for working hard in order to better their prospects. The Veterinary Assistant Surgeons, therefore, do not put in their best as there is practically no scope of promotion for them. In the opinion of the Sub-Committee, therefore, it is desirable to have a selection grade to the extent of three per cent of the total strength of the Veterinary Assistant Surgeons and the District Livestock Officers (non-gazetted) taken together. The promotion to the selection grade posts will be open not only to the Veterinary Assistant Surgeons but also to the District Livestock Officers (non-gazetted). In the opinion of the Sub-Committee, the scale of pay for the selection grade posts should be Rs. 400—25—500.
- (9) Disbandment of one Rural Mobile Unit for Hide Flaying—The Sub-Committee were of the view that one of the three mobile units at present operating in the rural areas under the Hide Flaying Scheme for training butchers in the slaughter houses, may be disbanded. This is recommended in view of the fact that under the Community Project Scheme, about 100 trainees belonging to the Agriculture, Co-operative, etc., Departments had been trained in hide flaying, curing and carcass utilization at the Bakshi-ka-Talab Centre, and they are carrying on the activities under the Hide Flaying Scheme in the rural areas and they should be able to look after the work of at least one of the three units operating in the rural areas, without in any way impairing the efficiency or dislocating the work of the scheme. The personnel of the disbanded unit could possibly be absorbed either in Bakshi-ka-Talab Cetre or the Gosadan Scheme. The services of the remaining two units, besides the personnel trained at Bakshi-ka-Talab Centre, will certainly be available to push through the work of the Scheme in the villages not yet tackled.

#### CANE DEVELOPMENT DEPARTMENT

There was a provision of Rs. 41,80,600 in 1954-55 and there is a provision of Rs. 47,88,200 in the current year's Agriculture Budget for the Cane Development Work as compared to the budget provision of Rs. 18.76 lakhs in 1947-48 and actual expenditure of Rs. 22.12 lakhs in that year. The Sub-Committee examined the Cane Commissioner, Uttar Pradesh, on two occasions and learnt that the receipts from the sugarcane cess were more or less stationary, namely, Rs. 3.5 crores both in the current year and the last year, that the area under sugarcane cultivation in this State has also not increased appreciably, while the expenditure of the department has become double of what it was in 1947. The Sub-Committee, therefore, feel that there is room for reduction in the expenditure by 10 per cent and this reduction may be effected by Government under the appropriate heads in the Cane Development Budget in consultation with the Cane Commissioner.

## **EVACUEE PROPERTY DEPARTMENT**

The total expenditure incurred on the administration of Evacuee Property in this State amounts to Rs. 12,25,700 in addition to Rs. 2,18,300 spent on the administration of Evacuee Interest (Separation) Act, 1951. The entire expenditure in connection with this Department is recovered from the Government of India.

2. The Sub-Committee feel that the expenditure on the administration of Evacuee Property Department is susceptible of gradual reduction in view of the fact that a large number of evacuee properties in this State have already been resettled and adequate relief has already been provided for them. There is need for greater economy in the expenditure on staff.

# FOREST DEPARTMENT

The Sub-Committee examined the Chief Conservator of Forests, Uttar Pradesh, and discussed with him the working of his department with a view to suggesting measures for economy. The Sub-Committee also had the advantage of going through the report on the Forest Department furnished by Sri A. C. Mukerji, a member of the Economy Committee. They came to the following conclusions:

- (1) The Sub-Committee understand that but for the revenue from forests, Government Estates of Tarai and Bhabar would show a big deficit, i.e., the expenditure on these estates would far exceed the revenue receipts from them. This means that forest revenue is being utilized for purposes of administration of the estates, with the result that adequate development of these forests is being impeded for want of funds, which has led to short supply of matchwood to the Western India Match Factory at Bareilly, from which the Government of India derive an excise duty of over a crore of rupees every year, and the State Government receive from the Government of India a certain percentage of the latter's pool of central excise duties. If the factory has to slow down its production due to short supply of matchwood, the revenues of the Government of India and consequently the State Government revenues would be seriously affected. To avert this contingency, it is considered desirable that forests in the Tarai and Bhabar Government Estates be made over to the Forest Department and the responsibility for their development should rest entirely with the above department and for this purpose they should be allowed full discretion to meet the all-India requirements.
- The Sub-Committee have separately recommended the abolition of the Government Tarai and Bhabar Estates which should cease to exist as a separate entity and the work of different branches of administration be taken over by the respective departments. In pursuance of this recommendation, therefore, the Sub-Committee are of the opinion that Government forests in the Tarai and Bhabar Government Estates should be transferred completely to the Forest Department.

- (2) The Sub-Committee accepted the proposal of the Chief Conservator of Forests, Uttar Pradesh, for the re-organization of the administrative charges of his department into six territorial circles instead of the present five circles. The additional Conservator of Forests, Working Plans Circle, sanctioned for the private forests, it was reported, will not then be required. This will lead to a saving of Rs. 35,000 per annum in the pay of three Divisional Forest Officers; Rs.10,000 in Travelling Allowance and carriage of records, in addition to an indirect saving of several thousands of rupees in development works. Besides, this step will lead to much greater efficiency and control. The Sub-Committee, therefore, recommend the adoption of the proposed re-organization measure.
- (3) The Sub-Committee took notice of a provision of Rs. 16,10,000 for sowing and planting under the head "Forest Organization and Improvement". The total area under plantation, it was reported, was 5,000 acres and it is expected that there will be great extension under the Second Five-Year Plan. The Sub-Committee were aware of the general criticism that the Forest Department plant trees and sow seeds and saplings without any definite plan, thus involving large losses to Government every year. They were informed by the Head of the Department that in the face of difficulties inherent in the working of the scheme the department is able to achieve success only to the extent of 80 per cent the resultant loss being not due to inefficiency of the staff or the scheme not being sound but due to wastage which is bound to occur under the scheme and the loss is also due to uncertainties of weather. The Sub-Committee were of the opinion that stricter care should be taken to avoid any loss under the scheme and a careful planning by the superior officers is necessary to see that the large expenditure on sowing and planting of various trees gives cent per cent result to Government in future.
- (4) There are 27 heavy motor vehicles in addition to two jeeps in the department, three of the heavy vehicles being replaceable in each year. There seems to be no scope for reducing the number of the vehicles. The Sub-Committee were informed that although no "profit and loss" account for each vehicle is maintained each of them has got a log book. The alternative of asking a contractor to do the transport work of the Forest Department instead of maintaining the large number of departmental vehicles at the cost of Government was also considered by the Sub-Committee. The Chief Conservator of Forests expressed the view that the maintenance of departmental vehicles constitutes a cheaper arrangement as Government would probably be required to pay more under the contract system. The Sub-Committee, however, thought that the advisability of entrusting the transport work to a contractor may be considered by the Government.
- (5) In regard to the proposal of the Chief Conservator of Forests to start another factory to manufacture resin in the State in the interest of development, the Sub-Committee considered that it would be more profitable to Government to manufacture resin in larger quantity although it is likely to lead to the closure of several Co-operative Societies which are at present engaged in the production of resin. The Sub-Committee were assured that since the Co-operative Societies produced resin of inferior quality, it would be worthwhile for Government to manufacture resin in the new factory.

# HARIJAN SAHAYAK DEPARTMENT

The Sub-Committee examined the Director of Harijan Welfare and discussed with him the working of his department, with a view to finding out chances of economy in the expenditure of that department. After detailed examination, the Sub-Committee have arrived at the following conclusions:

- (1) The Sub-Committee consider that the main question about the Harijan Sahayak Department is whether it is absolutely necessary that there should be a Directorate at the headquarters with separate organizations at the district level, and whether the activities of the department cannot be canalized through the District Magistrates, the District Planning Officers or some other officers in the District. It was unanimously agreed that almost all the activities of the Harijan Sahayak Department could easily be carried out by one or the other existing departments, and there appeared to be no reason why a separate department for Harijan Welfare alone should function side by side with the other departments, e.g., Social Welfare Department, doing identical work.
- The argument in favour of the existence of a separate department of Harijan Welfare is that it is charged with the duty of watching whether the various schemes of Harijan Welfare are being pursued in the proper spirit at the district level.
- Everything considered, the Sub-Committee strongly feel that the Department of Social Welfare, which has very recently been created by Government and which has almost similar work to do, should be able to take over the work of Harijan Welfare also, because there appears to be no sense in running two parallel organizations of Government doing the same sort of work through their own staff and maintaining the necessary paraphernalia. Apart from waste of money, this sometimes leads to confusion and does not promote the cause for which these organizations are set up.
- (2) The Sub-Committee recommend that the Department of Harijan Welfare with its headquarters office and district offices may be merged with the Department of Social Welfare. Apart from the consideration of economy in public expenditure, the proposal is sure to bring about the emergence of a uniform pattern of social welfare work for all sections of the population without any distinction.

#### JUDICIAL DEPARTMENT

The Sub-Committee examined the expenditure of the Judicial Department and, after personal discussion with the representatives of that department, arrived at the following conclusions:

- (1) The Sub-Committee notice that in recent past certain departments which, strictly speaking, did not form a part of the Secretariat, have been converted into full-fledged departments of the Secretariat and placed under the charge of an officer of the Secretariat, with the result that the staff of such departments is getting Secretariat pay-scales which are higher than those prevailing in the subordinate offices. The Sub-Committee have no desire to go into the general question of propriety of such an arrangement, because that is a matter for Sub-Committee "A" to examine, but in so far as the Judicial Department are concerned, it is considered that the office of the Legal Remembrancer, who is also the Judicial Secretary to Government, should be separated from the Secretariat and the staff of that office should get pay-scales applicable to the office of a Head of Department, subject to the condition that the existing rights and privileges of the present staff of the Legal Remembrancer's organization are not adversely affected. The Sub-Committee do not visualize any change in the present powers of the Legal Remembrancer-cum-Judicial Secretary who should continue to exercise the existing powers of a Head of Department. As a sequel to this change, all matters pertaining to the organization of the Legal Remembrancer which require Government orders should be referred to Government in the Judicial Department.
- (2) The Sub-Committee further note that the Legislative Secretary to Government also holds the post of the Chief Electoral Officer to Government. In the opinion of the Sub-Committee, the office of the Chief Electoral Officer should also be separated from the Secretariat and its staff given the pay-scales admissible to the staff of the same status in the office of a Head of Department.
- (3) The Sub-Committee viewed with concern the unusual delay which generally occurs in the service of processes. This defeats the very purpose of setting up of adequate number of courts for ensuring expeditious disposal of cases and leads to public complaints. The Sub-Committee, therefore, recommend that Government should take adequate steps to see that there is no delay in the service of processes.

#### LABOUR DEPARTMENT

The Sub-Committee examined the expenditure of the Labour Department and after having a discussion with the representatives of the department, arrived at the following conclusions:

- (1) The headquarters of the Labour Commissioner are at present located at Kanpur, and all the important officers of the department, viz., two Deputy Labour Commissioners, four Assistant Labour Commissioners and two Officers on Special Duty, are posted there. These officers have to go out to different and far-lying districts on tours, which involve a good deal of expenditure over their travelling allowance. Moreover, there is unnecessary loss of time in making journeys, which is not conducive to the efficiency of the department. The Labour Commissioner has suggested that in order to increase the efficiency of the department and to provide for a more effective and efficient control, the department should be re-organized on a regional basis. The Sub-Committee agree to this proposal and think that the State can, for purposes of the activities of the Labour Department, be divided into five regions with headquarters at Meerut, Agra, Kanpur, Bareilly and Gorakhpur. The Labour Commissioner is prepared to spare four officers from the headquarters for such regions, i.e., one officer less than the number of regions proposed. The Sub-Committee, therefore, suggest that a beginning may be made with four regions each under an Assistant Labour Commissioner, who should be vested with such of the powers at present exercised by the Labour Commissioner as are considered necessary. The Sub-Committee feel that there will be no need to increase the existing staft, consequent upon the creation of these regions, because the existing staft at the headquarters can be distributed among the regions in a manner to be decided by the Labour Commissioner. The Sub-Committee consider that re-organization of the Labour Department on a regional basis in the manner indicated above will lead to increased efficiency of the department and also reduce the volume of correspondence. Moreover, it will guard against any unwarranted expansion of the department in future.
- (2) The headquarters of the Labour Commissioner being at Kanpur, the industrial metropolis of the State, it is felt that a good deal of time of this officer is occupied in attending to personal representations of the employers, employees and labour leaders. Apart from this, the Labour Commissioner has to stay at the headquarters of Government at Lucknow for about 8 to 10 days in a month, in connexion with his official work. The Sub-Committee are, therefore, of the view that the headquarters of the Labour Commissioner may be shifted from Kanpur to Lucknow so that he may be available at the headquarters of Government for consultation and his time will not be wasted on trifling matters which can be dealt with by his subordinate officers. He can then also adopt a detached view in labour matters.

(3) With a view to minimizing frivolous complaints and references under the Industrial Disputes Act as well as to recover in part, at least, the expenditure incurred by the Government in maintaining the necessary staff for the settlement of these disputes, the Sub-Committee suggest that suitable court-fees should be charged on the applications made and documents filed in cases arising under the Industrial Disputes Act, because the Sub-Committee see no reason why the settlement of these disputes should be entirely at the cost of Government when court-fee is charged in other cases from persons of every class including agriculturists, workmen and labourers.

#### MEDICAL AND HEALTH DEPARTMENT

The Sub-Committee examined the Director of Medical and Health Services, Uttar Pradesh, on various matters relating to the Medical and Health Department, and the following recommendations were made by the Sub-Committee in respect of these departments:

- (1) At present the U. P. Government have to bear a part of the cost of the inter-provincial Mental Hospital, Ranchi, which imposes on them a liability of over Rs.65,000 per annum on an average. In view, however, of the fact that the Ranchi Mental Hospital has been taken over by the Government of India with effect from June 1, 1954, and there are three full-fledged and well-equipped mental hospitals in the State and very few patients from here go to Ranchi, there seems no reason why the State Government's contribution towards the cost of the Ranchi Hospital should not be discontinued. In the opinion of the Sub-Committee, the State Government should stop the above contribution forthwith.
- (2) Ambulance cars have been provided at different Government hospitals in the State for the transport of patiens in cases of emergency. Experience has, however, shown that these cars or vans are not being put to any advantage worth its name. By and large, the amount of expenditure incurred on the maintenance and up-keep of ambulance vans is out of all proportion to whatever little use these are being put to. Keeping in view the pressing need for economy, the Sub-Committee consider that ambulance vans in all districts, except the former divisional headquarters and hill districts including the whole of Dehra Dun, should be transferred to the Transport Department, and that department should make these vehicles available to the members of the public on payment of fixed hire.
- (3) A number of light and heavy motor vehicles have been provided in the Public Health Department for the use of the Departmental Officers. The Sub-Committee are of the opinion that like ambulance vans these vehicles should also be handed over to the Transport Department from where these may be taken on hire if and when required by the officers concerned.
- (4) In the budget of the financial year 1954-55, there is a provision of Rs.5 lakhs for "Plague Prevention Measures". There is a separate provision of Rs.3.75 lakhs for the "Prevention of Epidemics". In the opinion of the Sub-Committee the allotments mentioned above should be amalgamated and that the work of prevention of epidemics including plague should be managed within a smaller grant than as at present. The Sub-Committee think that an allotment not exceeding Rs.5 lakhs should be made under this combined head.
- (5) There are four Assistant Directors of Public Health with their range headquarters at Allahabad, Meerut, Agra and Gorakhpur. Keeping in view the density of population in eastern districts of the State and also greater chances of outbreak of epidemics in those parts, the Sub-Committee are of the opinion that two Assistant Directors (one each at Allahabad and Gorakhpur) may continue. But there is no justification for posting an Assistant Director at Agra, where the work is not enough to justify the appointment of a separate Assistant Director. The Sub-Committee think that the Assistant Director of the Meerut range should be able to supervise the work at present done by the Assistant Director of Agra range and the existing post of Assistant Director meant for Agra should be abolished.
- (6) Besides, there are at present two Assistant Directors, one incharge of the Hygiene Publicity and the other of the Hygiene Institute. The Sub-Committee understand that the post of Assistant Director in charge of the above institute was created to train doctors for the Diploma of Public Health. Since this training is not being imparted at present the Sub-Committee are led to the conclusion that the posts of Assistant Directors in charge Hygiene Publicity and Hygiene Institute can be amalgamated.
- (7) With regard to the question of stoppage of private practice, the Sub-Committee agree with and endorse the following views expressed by the State Health Board:
  - "We consider that for the purpose of efficient medical relief to the public, private practice of Government medical officers should be stopped, but we are of the opinion that this cannot be applied to the State at present. We, therefore, recommend that private practice should be stopped in urban areas where private practitioners have settled, and the scheme of abolition of private practice to rural areas should be extended as soon as private practitioners have settled in those areas. In fairness to the Government medical officers who have taken on service with the privilege of private practice, we recommend that they should be compensated for loss of private practice in the same way as officers of the Public Health Department".

- (8) The Sub-Committee have had the opportunity of fully discussing the question whether the Director of Medical and Health Services should continue to be in charge of both the Medical and Health sides of the work. After discussing the various aspects of the question, the Sub-Committee were inclined to think that in the interest of greater efficiency, and possibly of economy also, it would be advisable to have a separate head of department for Public Health and another for medical side. It is reported in this connexion that in the case of separation of departmental heads no extra expenditure will be involved, because it will not then be necessary to have an Additional Director as at present.
- (9) The Sub-Committee viewed with concern the general complaint that the officers of the Public Health Department do not discharge their duties in the manner expected of them. The Sub-Committee, therefore, recommend that the Director of Medical and Health Services should take necessary steps to see that none of the officers posted in the districts, specially on the health side neglects his duties or slackens his control over his subordinates.
- (10) The Sub-Committee considered an economy proposal, regarding the re-organization of the Central Medical Stores Depot.
- This Depot was established in 1948 at Lucknow for the bulk purchases and subsequent supplies of medical stores and hospital equipments to the Government and Government-aided hospitals in the State. At present, the firms concerned supply direct the hospital equipments to the medical institutions after the rates and specifications have been fixed by the Depot in consultation with the Director of Industries and payments are made by the Depot; while medical stores including life-saving drugs are purchased by the medical institutions themselves out of their allotments, only a little stock of life-saving drugs being kept in the Depot for emergent issue. Under the proposed re-organization of the Depot, hospital equipments would be supplied direct to medical institutions after D. M. H. S.'s approval, and their cost would be paid direct to the firms by the Civil Surgeons out of their allotment for the purpose, while the present system regarding supply of medical stores would continue to be followed. This change in procedure for payment would relieve the Depot of a lot of clerical and accounting work, and certain posts would be rendered surplus, viz., one medical officer, one head clerk, three clerks one compounder-cum-store-keeper; one packer, one orderly, one office peon and two chowkidars. The acceptance of this proposal will result in an annual saving of Rs.25,100 in the annual expenditure of Rs.50,000 involved on the maintenance and running of the Depot.
- (11) The Sub-Committee considered a suggestion from the D. M. H. S., namely to introduce in this State the Government of India's "Contributory Health Service Scheme" which is in force for the medical relief of Central Government servants stationed in Delhi and New Delhi. That scheme, at present, is in the nature of experiment, under which a compulsory monthly contribution on a graded pay scale basis, ranging from annas 8 to Rs.12, recoverable from pay, is to be levied on Ministers, Deputy Ministers, Parliamentary Secretaries and all classes of Government servants. Under the scheme, the said personnel and their families are to be provided with medical attendance and treatment by the medical officers at hospitals, and cases requiring hospitalization are to be admitted to the Medical Institutions.
  - The Sub-Committee considered it advisable to wait and see whether the experiment proves useful at the centre and if it succeeds, it may be made applicable to this State also.
- (12) The Sub-Committee expressed the view that since telephones, cycles and peons have been provided to all the officers, Government may consider the question of reducing suitably the number of orderly peons in various offices.
- (13) The Sub-Committee also considered the suggestion made by Sri S. D. Bajpai for the separation of audit and accounts. They were informed that the Government of India have already accepted the principle of separation of audit and accounts, and that they have introduced the system in two of their ministries. The Sub-Committee felt that for greater efficiency in work, proper checking of accounts and efficient handling of matters relating to Finance Department, it is necessary to separate audit from accounts. The Sub-Committee, therefore, suggest that the Government of India, whose expenditure will be correspondingly reduced, after separation, may be approached to contribute to the extent of the savings which will be effected in their budget as the result of separation of audit and accounts.
- (14) Drugs Control—The Sub-Committee scrutinized the expenditure under the Drugs Control Scheme for which a provision of Rs.2,01,700 was made in the Public Health budget for 1954-55, and a sum of Rs.2,10,200 exists in the current year's budget, and asked for the report of the Accounts Officer attached to the Finance Department, on the expenditure in respect of drugs control, and desired to know the exact number of prosecutions launched under the Drugs Control Act and the results thereof. The Accounts Officer furnished a detailed report in respect of expenditure under Drugs Control Scheme and was of the opinion that no economy could be effected in the expenditure on this scheme. The Public Health Department submitted a statement showing that 167 prosecutions were made under the Drags Control Act, 44 cases were convicted, and the amount of fines realized was Rs.2,205 during 1954. The effect of prosecutions was reported to be satisfactory. The Sub-Committee, therefore, agreed that no economy need be effected in the expenditure of Drugs Control Scheme.

- (15) The Sub-Committee then took up consideration of a note submitted by the Director of Medical and Public Health regarding delegations of powers, etc.
  - (a) The Sub-Committee recommend that the power to make appointments to the following categories of posts be delegated to appropriate authorities under the Director of Medical and Health Services as indicated below:

(a) Laboratory Assistants
(b) Compounders
(c) Mechanics and Mechanical Supervisors
(d) Electrician
(e) Artist
(f) Sanitary Inspectors
(Inspectors
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It is also suggested that in the case of the staff which have already been appointed, or may continue to be appointed by the Director of Medical and Health Services, all powers except that of removal and dismissal from service, may be delegated to the head of office in which the Government servant may be working at that time.

- (b) With regard to the grant of leave, the Sub-Committee recommend that power to grant leave to non-gazetted staff for a period not exceeding four months may be delegated to the head of office concerned. In the case of leave for a period exceeding four months or where local arrangements to fill the leave vacancy cannot be made, leave may be granted by the appointing authority.
- (c) It is further recommended that power to transfer the following categories of the staff may be delegated as shown below:

Posts Powers to be delegated to

- 1. Malaria Inspectors and Malaria Inspectors- Assistant Director, Malariology. cum-Laboratory Assistants.
- 2. B. C. G. Technicians ... Medical Officer, B. C. G. Central Office.
- 3. Health Visitors ... Assistant Director, Maternity.
- 4. Midwives .. .. Ditto
- 5. Drugs Inspectors .. .. .. Assistant Drugs Controller.
- 6. Epidemic Assistants and nursing orderlies Assistant Directors of Medical and Health services of ranges, within their ranges.

In making these transfers, the following principles should generally be observed—

- (i) period of stay at one station should have been at least three years unless there may be reasons for earlier move;
- (ii) ordinarily, transfers should not be made during school sessions, and
- (iii) near relatives in the same department should not be posted in the same district.

The Sub-Committee would suggest that the above delegations regarding appointments and transfers should be subject to the general control of the Director of Medical and Health Services.

Appeals and representations from Government servants of the inferior services, in respect of whom the District or the Municipal Medical Officer of Health is the appointing authority should lie to the Assistant Director of Medical and Health Services of the range concerned, but appeals from Government servants belonging to the subordinate services, in respect of whom the power of appointment vests in an authority (including the Principal, Medical College, Agra), subordinate to the Director of Medical and Health Services should continue to lie to the Director as hitherto.

(16) There are a number of returns which are unnecessary. Their compilation takes much time and labour. The list of returns should be scrutinized and such of them as are unnecessary should be discontinued.

Item 7—Under Public Health and Medical Department—With regard to the question of stoppage of private practice, the Sub-Committee agree with the following views expressed by the State Health Board:

"We consider that for the purpose of efficient medical relief to the public, private practice of Government medical officers should be stopped, but we are of the opinion that this cannot be applied to the State at present. We, therefore, recommend that private practice should be stopped in urban areas where private practitioners have settled and the scheme of abolition of private practice in rural areas should be extended as soon as private practitioners have settled in those areas. In fairness to the Government medical officers who have taken on service with the privilege of private practice, we recommend that they should be compensated for loss of private practice in the same way as officers of the Public Health Department."

The Sub-Committee feel that although stoppage of private practice is vitally necessary for efficient medical relief to the public in urban and rural areas, it would, even in its application to urban areas, bring in its wake a heavy burden on the State Exchequer. Keeping in view the resources of the State in the context of the heavy financial commitments in connexion with the various development schemes in the Second Five-Year Plan, the Sub-Committee recommend that if the Government find it feasible to implement the suggestion to stop private practice, a beginning should be made in the KAVAL towns and the medical colleges in this State at Lucknow, Agra and Kanpur.

Item 12—Under Public Health and Medical Departments—The Sub-Committee have given considerable thought to the question of adequacy of the orderly staff attached to the various Government officers. It is felt that in the present day conditions when quick and efficient means of communications are universally available, much of the orderly staff employed for run-errand work is manifestly out of the place and redundant, and it leads to waste of man-power and a drain on public funds. This would call for the retrenchment of such staff to a considerable extent. In order to effect the necessary economy in this direction, the Sub-Committee recommend that only one orderly peon may be allowed to each officer where at present he is allowed two such peons, and similarly, a reduction of one peon may be made in cases where three orderly peons are allowed to a single officer. In the case of combined charges, an officer performing duties of another post in addition to his own duties, the number of orderly peons should not be allowed to exceed the maximum number of such peons allowed to any one of the two posts.

In all the departments of the Secretariat at the Headquarters of Government as well as in all the offices of Heads of Departments and subordinate offices in Uttar Pradesh, the strength of orderly peons as recommended above should be allowed irrespective of the duties of the posts and offices.

In view, however, of the fact that the State with their limited resources are not able to utilize the available man-power and thus will be faced with the problem of un-employment which would be aggravated if a large number of surplus orderly staff is thrown out of service, the Sub-Committee suggest that while the existing staff may be allowed to continue in service, by absorbing the surplus staff in leave reserve in various departments and offices and in the new offices to be opened, fresh recruitment to the cadre may not be made unless it be found unavoidably necessary.

#### RELIEF AND REHABILITATION DEPARTMENT

The Sub-Committee discussed the working of the department with the Joint Secretary, Relief and Rehabilitation Department, and came to the following conclusions:

- (1) It was reported to the Sub-Committee that the total expenditure on the administration of the Relief and Rehabilitation Department including the headquarters, district and field staff, is Rs.10·25 lakhs per annum out of which Rs.48,300, being half the cost of headquarters staff and borne by the State Government while the rest of expenditure on staff together with Rs.23·29 lakhs for relief and rehabilitation of displaced persons, was being spent by the Government of India. Besides, a capital expenditure of Rs.38·22 lakhs is provided for in the current year for construction of houses and shops for the displaced persons through the Public Works Department. The Sub-Committee expressed the opinion that since adequate relief and rehabilitation work, viz. providing homes and shops and empolyment to the displaced persons, is being done for the last eight years, there may not be any necessity to continue the department any more. The main work now left with the department, viz. recovery of loans can be performed by one of the existing departments of Government, e.g. Regional Settlement Commissioner's Offices, and the Relief and Rehabilitation Department amalgamated with that department.
- (2) The Committee understand that with regard to loans given to local bodies, co-operative societies and displaced persons direct for rehabilitation, an advance is in the first instance made by the Government of India to the State Government and the State Government then arranges to pay loans and advances to the three categories of persons mentioned. The loans are accounted for in the accounts of the State Government. The result is that the incidence of irrecoverable loans, which it is apprehended, will be a huge amount, falls on the State Government. The risk involved in this system is that the State Government is likely to face a heavy loss on this account, if the loans and advances are not fully recovered. It would have been much better if these transactions had been directly met from the Central Budget from the very beginning, and the State Government had acted only as an agency of the Central Government. Even now, it is not very difficult to transfer the accounts to the Central Government's accounts and thereby remove the possibility of the incidence of loss on account of irrecoverable loans, if any, falling entirely on the State revenue.

### REVENUE DEPARTMENT

The Sub-Committee discussed the various matters partaining to the Land Reforms Commissioner's Organization and the rest of the expenditure with which the Revenue Department is concerned, in consultation with the Land Reforms Commissioner and the Revenue Secretary and have come to the conclusions enumerated below:

(I) The activities of the Land Reforms Commissioner's Organization should be confined only to the work of Zamindari Abolition, payment of compensation of Zamindari Abolition and rehabilitation grants. After this work is over, the Land Reforms Commissioner's Organization should be wound up.

At present the Land Reforms Commissioner is entrusted with the following work :

- (1) Assessment and payment of compensation of Zamindari Abolition.
- (2) Revenue Collection.
- (3) Land Records.
- (4) Taqavi Loans.
- (5) Attached States.
- (6) Government Estates.
- (7) Agricultural Income Tax.
- (8) Revenue Buildings.
- (9) Settlements and record operations.
- (10) Partition and field boundaries.
- (11) Tahsildars and Naib Tahsildars.
- (12) Colonization.

(13) Land acquisition of the entire State. It appears that the work mentioned in items 3 to 11 above were transferred from the Board of Revenue to the Land Reforms Commissioner three years ago. The work of revenue collection is new and has been necessitated by the abolition of zamindari. The other two new subjects, viz. Colonization and Land Acquisition were made over to the Land Reforms Commissioner afterwards. He is assisted by five Deputy Land Reforms Commissioners, three Assistant Directors and two Assistant Land Reforms Commissioners; one of the Deputy Land Reforms Commissioners is entrusted with accounts work, the second does only the Zamindari Abolition work, the third is entrusted with land records, Government Estates and Tahsildars and Naib-Tahsildars, while the fourth has got charge of the remaining subjects. The Land Reforms Commissioner has thus got a very heavy charge which has become unwieldy and it is almost impossible for any individual, however competent, to control a large number of subjects in addition to the Zamindari Abolition work, which is enough to engage the hands of one officer, and which, in fact, was the only subject with which the Land Reforms Commissioner was entrusted when the organization was created. The Land Reforms Commissioner's Office is a virtual secretariat on a small scale and does not fulfil the functions which are expected of a head of the department. In the interest of efficiency, therefore, it is necessary and desirable that the Land Reforms Commissioner should be left only with Zamindari Abolition work and payment of compensation of Zamindari Abolition and Rehabilitation Grants.

- (II) All the other work mentioned in items 3 to 13 above should be transferred to the Board of Revenue. During his tour, the Administrative Member may see the condition of land records, make contacts with Tahsildars and Naib-Tahsildars in order to appreciate their difficulties. He can see how taqavi is distributed. He can inspect places where colonization scheme is being carried out and he can make necessary investigations to prevent waste of expenditure. The Administrative Member is also the proper person to expenditure. expenditure. The Administrative Member is also the proper person to supervise land acquisition and record operations. In the opinion of the Sub-Committee, the proposed transfer of the bulk of the activities of Land Reforms Commissioner to the Board of Revenue would lead to greater efficiency and better supervision, if not real economy.
- (III) After the work has been transferred to the Board of Revenue as indicated above, the Land Reforms Commissioner should have only two Deputy Land Reforms Commissioners, namely (1) Deputy Land Reforms Commissioner (Administration), and (2) Deputy Land Reforms Commissioner (Accounts).
- (IV) The posts of collection officers (45 in number) should be abolished and work of collection of revenue should be entrusted to the Sub-Divisional Officers. This will ensure better supervision, since Sub-Divisional Officers are even now responsible to a considerable extent, for the collection work in their respective sub-divisions. With the abolition of the posts of collection officers, the staff sanctioned for these officers, namely assistants and orderlies will
- (V) In the opinion of the Sub-Committee, there should not be a separate organization for the management of Government Estates. The work relating to the Government Estates should be entrusted to the different departments concerned, e.g., the work relating to hospitals in the Government Estates, may be entrusted to the Medical Department, the construction of roads to the Public Works Department and so on.

The total expenditure on the management of Government Estates provided for in the current year's budget amounts to Rs.27,34,300. While the collection of revenue from these Estates cost Government Rs. 6,19,000 per annum, The other charges, e.g. outlay on improvements other than works, engineering staff, engineering works, other works, forest charges and stone quarry charges, account for an expenditure of Rs. 21,00,000. The income from the Government Estates amount to Rs. 73,30,800. The expenditure thus is disproportionately high when compared to income when compared to income.

- (VI) The Land Reforms Commissioner has suggested to the Sub-Committee that in order to avoid duplication, the 36,139 Gaon Panchayats should merge into Land Management Committees, which are 90,417 in number. Some new body will then function both as Gaon Panchayat and Land Management Committee. In due course, each Gaon Samaj Circle would constitute one village for purposes of land records also. The proposed integration of Land Management Committees and Gaon Panchayats would necessarily involve the integration of their staff. The Land Reforms Commissioner, therefore, proposes that the 8,184 posts of Panchayat Raj Secretaries may be converted into as many posts of lekhpals. The number of lekhpals in the plains will be increased from 18,119 to 26,303. Since after integration there would be about 66,000 units of village administration, each lekhpal will be called upon to serve two to three units which is expected to be a manageable unit. The proposed amalgamation of the posts of Panchayat Raj Secretaries into those of lekhpals is necessary for the following reasons:
  - (i) At present the lekhpal is the Secretary of the Land Management Committee in addition to his duties in connection with the land records. There are 18,119 lekhpals in the plains where the Zamindari Abolition Act applies. Each lekhpal has thus to serve about five Land Management Committees functioning inside his halqa. The lekhpal's pay and allowances (pay in the scale of Rs.35—1—55 and 15 per cent of the cadre in the scale of Rs.55—2—65; plus dearness allowance at Rs.12 per month plus fixed travelling allowance at Rs.4 per month to those living five miles from tahsil headquarters; monthly stationery allowance of annas eight plus daily allowance at twelve annas per day for all halts exceeding two days at tahsil headquarters outside their halqas, are met from the land records budget. Gaon Panchayats, on the other hand, are served by Panchayat Raj Secretaries, whose total number is 8,543, out of which 8,184 are working in the plains. Each Panchayat Raj Secretary has thus to serve about five panchayats covering about 15 villages. The scale of pay of Panchayat Raj Secretaries is Rs. 50—2—60—3—75. With the amalgamation of Gaon Panchayats and Land Management Committees, the amalgamated body need not be served by two Secretaries, one on the land management side and the other on the development side. One Secretary charged with combined functions should be sufficient, provided the regional jurisdiction is so reduced that he is able to carry on the combined work alone.
  - (ii) The Secretary of the combined body must be a person trained as lekhpal. The land management work requires a good working knowledge of land records. Each village administration will require a register of pahikasht holders. The lekhpal, alone, can make this register. Also the lekhpal can record all landed properties, vested in the village administration, for instance, vacant land, forests, trees, pathways etc. Without the assistance of lekhpals and their records, justice cannot be done to any of the subjects dealt with by village administration, e. g., surrender, abandonments, new settlements and ejectments, etc. In the case of numerous questions connected with the land system, lekhpal's reports alone can be the basis of action. The rents from asamies and sayar income to which the Gaon Samajs are now entitled, cannot be properly tapped without the guidance of the lekhpal and his records. In the sphere of development and welfare activities also the assistance of the lekhpals' records is essential. Lekhpal alone, thus, can serve as the Secretary of the amalgamated village organization. As the lekhpal has recently been trained for the discharge of his duties in the sphere of development and planning, he is eminently equipped for that job also.
  - On the question of amalgamating the functions of lekhpals with the Panchayat Secretaries, there was a difference of opinion between members of the Sub-Committee. Sarvasri S. D. Bajpai, Raja Ram M. L. A., and Captain A. P. Bajpai completely agreed with the recommendations made by the Land Reforms Commissioner, namely, that the 8,184 Panchayat Raj Secretaries, working in the plains should be absorbed as lekhpals in the latter's scale of pay and thus leading to a saving of Rs.9,982,100. On the other hand, the convener, Kunwar Guru Narain, and Sri Abdul Hasan were of the opinion that with the amalgamated functions the work which the lekhpals are doing at present in connection with the land records is likely to suffer. The latter, therefore, considered that it would be better for the two functionaries, namely, lekhpals and Panchayat Raj Secretaries, to be kept separate.
- (VII) So far as the work of the Assistant Regional Compensation Commissioners in the Land Reforms Commissioner's Organization is concerned, the Sub-Committee recommended that the existing strength of the Assistant Regional Compensation Commisssioner may continue, since they are looking to the work of payment of compensation, loans and rehabilitation grants. These posts should however, be abolished as soon as this work is completed.
- (VIII) Regarding delegation of powers, the Sub-Committee were informed that elaborate proposals were under the consideration of the Government and orders were likely to issue shortly.
- (IX) The Sub-Committee were unable to go into the details regarding staff employed a various levels in the Land Reforms Commissioner's Organization.
- (X) The Sub-Committee expressed the view that since telephones, cycles and peons have been provided to all the officers, Government may consider the question of reducing suitably the number of orderly peons in various offices.

Kunwar Guru Narain and Sri Abdul Hasan's views—The note prepared by the Land Reforms Commissioner regarding the amalgamation of the office of the Panchayat Secretary with the post of lekhpal expresses one-sided view. He says that the work of the Panchayats and Land Management Committee would be facilitated if the posts are combined and would also result in the reduction of expenditure. The Land Reforms Commissioner has not considered the other side of the In this connection it will have to be considered as to what would be expenditure on the work which will have to be done by the combined official for maintaining and compiling and also for other duties which are exclusively required for Panchayat administration. It will have also to be considered whether the combined officer will be free from other duties and be able to devote time for partal work during the partal season and for compiling various reports which are sent to the Land Records Office. The village records had been the basis of revenue administration. They were very important in the past and they are more important now. He is responsible for maintaining Khetauni, Jamabandi which assist Government for revenue. The village records have deteriorated and any inaccuracy therein leads to unnecessary disputes and litigation. The criminal work in the countryside has greatly increased. One of the main reasons for the inaccuracy in the records is that the lekhpal's time is taken by numerous duties and he is not able to devote full attention to the maintenance of the records. The village records will further orate if the office of the lekhpal is combined with that of Panchayat Secretary. There are numerous complaints of corruption against lakhpals. Chapters of his doing mischief will increase when he complaints of corruption against lekhpals. Chances of his doing mischief will increase when he becomes Panchayat Secretary. The record of Government demand will indirectly become subject to the very people from whom the dues are collected. The lekhpal should be independent of Panchayats. The Land Reforms Commissioner has been at all considered what effect the proposed change will have on Central Control. Will the lekhpal and the supervisor be a whole time official subject to the control of the Land Records Department or will he also be subject to the control of the Panchayat Raj Department? If both these functionaries have to carry out the orders of two different departments, it would in practice create complications. The economy which the Land Reforms Commissioner indicated as a result of the amalgamation of two posts that is the Panchayat Secretary and the lekhpal; and Supervisor Kanungo and the Panchayat Inpectors will not be a lasting one. With the increase in work there will be a demand for the appointment of an assistant to the lekhpal. With the increase in the duties and responsibilities of the lekhpal there is bound to be a demand on his part for increase in salary which it will be difficult to resist. The recent strike of patwaris has demonstrated the difficulties which the administration has to face by combined demand for the redress of grievances by a large number of small Government servants. The same analogy will apply to the combined post of Supervisor Kanungo and the Panchayat Inspector for proper inspection. It should also be considered whether the combined post of lekhpal and Panchayat Secretary will inspire sufficient confidence in the countryside which is necessary for development work and it is very likely that the combined official will be lacking in this confidence. Lastly, frequent changes in the extent of the Patwari circles lead to dislocation in work. Formerly the number of networks simples were about 27 thousand. Now, the number of networks simples were about 27 thousand. in work. Formerly the number of patwaris circles were about 27 thousand. Now the number is about 17 thousand. This meant reorganization in the extent of patwaris circles. The lekhpals have not been fully settled in their work and another change in the extent of patwaris circles at the present moment or in near future will raise further dislocation. Kunwar Guru Narain and Sri Abdul Hasan observed that it was not necessray to indicate the political effect which the change might produce in the countryside and they hoped that there was no doubt it would be fully examined by the Government before coming to a final decision. In their considered opinion the change would be disastrous to the countryside.

#### ECONOMICS AND STATISTICS DEPARTMENT

After full discussions with the Director of Economics and Statistics in a number of meetings held for the purpose, the Sub-Committee "D" arrived at the following conclusions mentioned below in regard to the Economics and Statistics Department:

- (1) The Economics and Statistics Department publish a monthly bulletin containing prices of series of commodities e. g., wholesale prices of industrial commodities, prices of agricultural commodities etc., as compared to the prices of the past month. It also contains indices of imports and exports from Uttar Pradesh. Some of the figures are obtained from every department who have got their own statistical sections for compiling the data relating to those departments, which are published in their own bulletins. As these figures are supplied to the Economics and Statistics Department by every department, usually the figures are published by the Economics and Statistics Department after some time when their practical utility is more or less completely lost. Another defect from which this arrangement suffers, is that it is not possible for the Economics and Statistics Department to vouchsafe for the correctness of the figures, supplied to them by other departments for publication in the monthly bulletins of the Economics and Statistics Department. As the statistics furnished in the monthly bulletins of Economics and Statistics Department are mostly out of date by the time it is published, it seems scarcely necessary to publish these figures at all. They might have some historical value, no doubt, but then it is unnecessary to print so many copies of the bulletin, which can be easily reduced to two or three type-written copies of the same. An enquiry from all departments of Government reveal that almost all the departments, barring a very few, do not utilize the monthly bulletins of Economics and Statistics Department at all.
- (2) There is a complete lack of co-ordination among the various departments of Government engaged in the collection of different sets of statistics and the incidents of avoidable expenditure incurred on the statistical sections of several departments other than the Economics and Statistics Department, is rather high.

The Sub-Committee recommend, that the statistical sections attached to the various departments should be integrated, and all the statistics should henceforth be published by the Economics and Statistics Department alone in a single publication, which in the opinion of the Sub-Committee, would be far more useful and economical. Besides the lack of co-ordination, the present arrangement also revealed some overlapping in work. Some of the data collected and published by departments such as Labour, Agriculture, Transport, Irrigation etc., is republished by the Economics and Statistics Department in their monthly bulletins. The latter are not responsible for the correctness of the data supplied to them by the other departments, there was thus a duplication of work entailing unnecessary expenditure and inefficiency. The Sub-Committee, therefore, strongly recommend that all statistical sections and publications of all departments other than Economics and Statistics Department should be integrated into the department of Economics and Statistics Intelligence.

- (3) The Sub-Committee also strongly recommend the complete overhauling of the present system of publication of the monthly bulletins of the Economics and Statistics Department, in which the out of date statistics and the late price figures need not be published, as they are not useful to the people. In connexion with the rural income enquiry and collection of rural statistics, the present method of collection of data was discussed in detail. It appeared that the enquiry is conducted in the same village over and over again. The Sub-Committee feel that the present system and method of collection of rural statistics is neither very useful nor of any vital importance to the State. As things in the rural areas do not change frequently, weekly surveys conducted at present are not necessary. The Sub-Committee, therefore, recommend that instead of week-to-week surveys for collecting rural prices and income, annual random surveys for the rural prices and seasonal surveys in the case of rural income, may be carried out. The above recommendation would involve a saving of at least Rs. 10,000 per annum in the travelling allowance and other expenses of the inspectors of Economics and Statistics Department.
- (4) The Sub-Committee recommend that for random and seasonal rural surveys, local men in a pay-scale of Rs. 75—150 may be appointed as inspectors and the pay-scale of the existing posts of inspectors be raised to Rs. 200—450 in order to secure the services of really efficient persons of the department, as it was found in the discussions with the Director that the valuable experiences gained by his inspectors is being lost to Government because of these officials leaving the department for posts on higher salaries offered by the Government of India, Reserve Bank of India and other commercial concerns, which involve loss to the State Government who have to spend money on their training. The Sub-Committee suggest that better salaries should be offered in order to avoid this waste, and they hope that when the integration of the statistical sections of the various departments is effected, it will pave the way for bettering the scales of pay of inspectors and thereby attract men of talent, who will stick to the job and take up this social work as a career.
- (5) The Sub-Committee understand that there are two Assistant Directors in the Economics and Statistics Department and that these officers do all the administrative work; one of them is in charge of the family budget section in addition to his administrative duties. They are also expected to visit one centre at least once in three months, but in actual practice this is not possible. The Sub-Committee feel that the work of Assistant Directors is simply clerical and so long as the integration of the statistical sections of the various departments does not take place, there will not be enough work for the two Assistant Directors. Moreover, when the touring by inspectors is reduced to periodical random surveys, the necessity of two Assistant Directors will also disappear. The Sub-Committee, therefore, recommend that until the integration is affected, one post of Assistant Director may be retrenched. In that case such out-door work, as the Assistant Directors are at present doing can be conveniently passed on to either the Additional Statistician or the Assistant Statistician.
- (6) The nature of the work performed by the Assistant Directors is such that it can be done by an officer of any Department and they cannot be described as technical experts. Moreover the duties of the post of Assistant Director are not of a technical nature, even if these officers were really technical experts, they were not necessary for the performance of duties attached to the post of Assistant Directors. The Sub-Committee, therefore, recommend that the paly-scale of the post of Assistant Director, which is not a technical post, may be reduced to Rs. 200—650 instead of the present scale of Rs. 250—850.
- (7) The post of Statistician, in this department, is held by a person, who was drawing a pay of Rs. 60 only in 1939 in the Industries Department when he was transferred to Economics and Statistics Department. He is now drawing maximum in the pay scale of Rs. 250—850 plus Rs. 250 as special pay, and is regarded as a technical expert. His subordinate, the acting Additional Statistician is much more qualified and possesses the foreign degree of Doctorate in Statistics and he draws a pay of only Rs. 580 including the special pay of Rs. 150. This is an anamalous position and has to be remedied. The Sub-Committee, therefore, recommend that the special pays of the Statistician and the acting Additional Statistician be stopped forthwith and that two increments be given to the acting Additional Statistician, who is more qualified than his boss.

- (8) The Sub-Committeedo not view with favour the appointment of additional and temporary hands for short terms, because they feel that the existing staff of the department should be able to cope with the additional work which is of an occasional nature. After giving up weekly surveys the inspectors will get further relief in work and they will be able to take up more work. The Sub-Committee, therefore, unanimously recommend that the practice of making temporary short term appointments in the department be discontinued with immediate effect.
- (9) In view of previous recommendations and taking an overall picture of the department into consideration the Sub-Committee suggest an immediate economy of Rs. 25,000 in the expenditure of the department, which must either improve its working, or wind up its activities and let the departments who are collecting statistics may do that work in the best manner possible.
- (10) Lastly, the Sub-Committee note that the whole work of industrial statistics is done for the benefit of the Government of India which used to share 50 per cent of the expenses previously. This contribution has since been stopped. The statistics relating to Labour, Agriculture, Planning and rural income are also utilized by the Government of India. It is, therefore, suggested that a sum of Rs. 1.5 lakhs be asked for from the Central Government as half contribution in respect of the Labour put forth by this State Government on the Economics and Statistics Department in collecting the statistics which are used by the Central Government for its own benefit. Such contribution was given to this State Government in the past but it has been withheld during the last two years. A representation to this effect should immediately be made to the Government of India.

#### Summary of Recommendations

- 1. Publication of the monthly bulletin containing wholesale prices of various commodities and supply of copies thereof to all departments should be given up. Instead, two or three type-written copies of the bulletin may be prepared by the department.
- 2. Amalgamation of statistical sections attached to certain departments with the Economics and Statistics Department.
- 3. Complete overhauling of the present system of publication of the monthly bulletins of the Economics and Statistics Department with a view to eliminating the publication of out of date statistics and late price figures and the replacement of the existing system of weekly surveys for the collection of rural statistics by annual random surveys of the rural prices and seasonal surveys of rural income.
- 4. Appointment of local men in the scale of Rs. 75—150 for the collection of rural statistics and raising of the existing scale of pay of Inspectors to Rs. 200—450.
- 5. Retrenchment of one out of two posts of Assistant Directors in the Department and downgrading the scale of pay from Rs. 250—850 to Rs. 200—650.
- 6. Discontinuance of the special pays attached to each of the posts of Statistician and Additional Statistician and grant of two increments to the present Additional Statistician.
- 7. Discontinuance of the present practice in the Department of making temporary shor term appointments.
  - 8. Enforcements of an ad hoc cut of Rs. 25,000 in the budget allotment of the Department.
- 9. Request to the Government of India to contribute half of the expenditure incurred on the collection of industrial statistics.

#### **EDUCATION DEPARTMENT**

The Sub-Committee held several meetings and discussed the details of expenditure, income and working of the Education Department with the representatives of that department including the Director of Education and Joint Secretary, Education. The following decisions were taken:

(1) The question whether or not Government should run their own Higher Secondary Schools for boys and girls engaged the attention of the Sub-Committee. It was revealed that the maintenance of these schools cost Government Rs.93 lakhs annually out of which the share of boys' institution is approximately Rs.60 lakhs. The Sub-Committee were unable to subscribe to the departmental view that Government institutions are model schools and they have better discipline. In their opinion, there should be no casteism in education and Government should either raise the level of all private aided institutions and convert them into full-fledged Government institutions or abolish the existing Government Higher Secondary Schools. In view of certain difficulties legal and others and the cost (about Rs.1.06 crores) involved, the first alternative was not considered feasible. The Sub-Committee, therefore, recommend that Government should try to close down as many of their institutions as are possible and should stop further recruitment to Government Schools and that the process should be completed in a few years. According to the Sub-Committee, this measure is likely to yield a saving of Rs.5 lakhs per annum.

- (2) There are three Government Degree Colleges out of which two came over as a result of the merger of Banaras and Rampur States with Uttar Pradesh; while the third college was opened at Naini Tal in order to serve the backward people of the hills. The Sub-Committee recommend that the college at Naini Tal should be abolished, while those taken over from the merged States should either be converted into Higher Secondary Schools or handed over to private bodies if they are willing to take them over. This measure is likely to yield a saving of Rs.10 lakhs.
- The Sub-Committee further recommended that pending the abolition of the degree college or their conversion into Higher Secondary Schools, an immediate saving of Rs.2 lakhs per annum should be effected by replacing Class I professors in the scale Rs.500—1,200 by Class II Professors in the scale of Rs.250—850, in order to bring the Government Degree Colleges at par with non-Government Art Colleges. In the opinion of the Sub-Committee, the Government Order of December 30, 1954, prescribing the revised scales of pay of teachers in non-Government degree colleges should apply to the personnel of Government Degree Colleges as well.
- (3) In the matter of Training Colleges, it was revealed that privately-run institutions are wanting in efficiency and as many as six such colleges had to be closed down last year. Nevertheless, the Sub-Committee felt that stricter control over the existing institutions and encouragement by the department to open private training colleges will be more suited to the requirement of education. In the opinion of the Sub-Committee, existing Government Training Colleges may continue for the present but the objective should be to close them down as soon as possible. There should be no separate training college for women.
- (4) The number of existing Government Training Schools (Normal Schools) is 59 (i.e. 48 for boys and 11 for girls) as compared with 41 schools (33 for boys and 8 for girls) functioning in 1947-48. Opening of additional training schools was rendered necessary mainly to make up the deficiency of trained teachers consequent on the policy of the Government to open primary schools within a radius of 1½ miles in each village. The present position is that there is a normal school in each district. The Sub-Committee feel that since the number of trained teachers has considerably increased by now, it is no longer necessary to have a normal school in each district. It is accordingly recommended that while the existing number (i.e. 11) of Normal Schools for girls may continue, the number of Normal Schools for boys should be reduced from 48 to 25 and, in case the reduced number of Normal Schools for boys is unable to meet fully the demand for trained teachers, enrolment in each should be doubled. The proposed reduction in the number of Normal Schools for boys is likely to result in an economy of about Rs.12 lakhs per annum.
- (5) As regards physical education, the Sub-Committee found that there are certain private institutions, aided or otherwise, imparting physical education. The Sub-Committee feel that the Government should encourage such private institutions and recognize their diplomas after prescribing minimum standard of training etc., and at the same time Government College for Physical Education should be abolished. The proposed measures would yield a saving of Rs.51,900 per annum. Government Training College for women, which at present runs classes for Physical Education for women candidates, should continue till such time as private bodies could take up the work.
- (6) The Sub-Committee found that year before last, an ad hoc cut of 10 per cent was made in the allotment for maintenance grants of Non-Government Arts Colleges, as a measure of economy, but the cut was restored at the fag end of the year as a result of availability of savings in the Education Budget. The Sub-Committee recommended that (i) the existing allotment for the maintenance grant of Non-Government Arts Colleges should be reduced by 15 per cent and (ii) specialization, as recommended by various Committees and Commissions, should be introduced in these colleges with a view to eliminating duplication. Implementation of the above proposals would yield a saving of as much as Rs.5 lakhs in the allotment for the maintenance of Non-Government Arts Colleges.
- (7) In the case of Non-Government Secondary Schools too, the Sub-Committee advocate the principle of specialization and recommend an ad hoc cut of 10 per cent in the allotment for the maintenance grant of these schools.
- (8) Government are running their own primary schools in the merged States at a cost of about Rs. 7 lakhs per annum. The Sub-Committee recommend the transfer of these schools to the control of District Boards concerned on the condition that the Boards may be compensated by Government to the extent of 50 per cent of the maintenance cost of the schools. The proposed measure is likely to give an economy of Rs.3,50,000 per annum.
- (9) The Sub-Committee subscribe to the departmental view that the Committee for promotion of Scientific Research is not serving any useful purpose and recommend that it should be wound up thereby giving an economy of Rs.47,000 per annum.
- (10) The Sub-Committee deprecated the system of giving honorarium by the Director of Education entirely on his own discretion to the members of his ministerial and inferior staff. The Sub-Committee accordingly recommend that the practice should be given up but whenever there is exceptionally extra load of work the system of overtime pay or an addition to the number of holidays to be earned by the officials, can be introduced.

- (11) In regard to the scheme of re-orientation of Junior, High and Normal Schools with Agriculture and Crafts as compulsory subjects, it was revealed to the Sub-Committee that the scheme is in operation since last year and that it had been undertaken in pursuance of a scheme formulated by the Government of India in the financial year 1953-54 for relief of the educated unemployed. The Centre's liability for recurring expenditure on the scheme will be limited to 75 per cent in the first year, 50 per cent in the second year and 25 per cent in the third year; while out of estimated non-recurring expenditure of Rs.30 lakhs, only Rs.7 lakhs will be contributed by the Government of India. Nothing is known about the central subsidy that may be available in the fourth year of the scheme though, it is understood that the scheme is included as a continuation scheme in the Second Five-Year Plan. The Sub-Committee found that only a small portion of the land donated to school concerned for agricultural purposes is culturable and that the teachers have been hurriedly trained in agriculture and pedagogy. Moreover the Sub-Committee have their own apprehensions about the continuance of the Government of India's financial aid towards the scheme in future years. The Sub-Committee, therefore, feel that the agricultural bias in education can be well served by the establishment of one land school at the headquarter of each district instead of training in agriculture that is at present imparted in Secondary Schools by teachers who are not fully trained. In the considered opinion of the Sub-Committee, if it is difficult to drop the entire re-orientation scheme at once, at least 50 per cent of the total budgetted allotment should be cut down and at the same time fragments of holdings attached to schools should be consolidated as far as possible. The Sub-Committee further recommend an immediate economy of at least Rs. 16 lakhs in the State Government's share of expenditure on the scheme.
- (12) Two Training Colleges—One for men and the other for women—are functioning at Allahabad. As co-education exists in universities, the Sub-Committee saw no harm if the two colleges were amalgamated. This measure is likely to yield a saving of about Rs.50,000 per annum.
- (13) In the course of their scrutiny of working of Directorate of Education, the Sub-Committee found that the expenditure on the Directorate in 1944-45, which may be taken as the basic year previous to the large scale expansion of education in the State, was 1.4 per cent of the total expenditure on education in that year. The percentage dropped to 8 per cent in 1948-49, while for the current year it is estimated at 9 per cent. The Sub-Committee are of the view that the following economies can be effected in the administrative expenses without impairing efficiency:
  - (a) The headquarters office is located at Allahabad but the Director of Education has a camp office also at Lucknow. The Sub-Committee see no reason to accept the departmental view that the maintenance of a camp office at Lucknow is necessary, particularly, as the Director of Education is no longer an ex officio Joint Secretary. In their opinion the Director should have only one office at Allahabad although he may visit Lucknow from time to time for the disposal of important and emergent cases. In case this course may not be found feasible and a camp office has, after all, to be maintained at Lucknow then this office should be no bigger than that of the Inspector General of Police. The Sub-Committee, therefore, recommend that the strength of the camp office at Lucknow should be considerably reduced and economies on postage and other contingent expenses and travelling allowance effected. This measure is likely to yield a saving of about Rs.25,000 per annum.
  - (b) The strength of the Inspectorate was increased from 40 (ten Divisional Inspectors, ten Circle Inspectresses, ten Assistant Inspectors and ten Deputy Inspectors of Mohammadan Schools) in 1944-45 to 66 (five Deputy Directors, five Regional Inspectresses of Girls Schools, 51 District Inspectors and five Deputy Inspectors of Mohammadan Schools). The Sub-Committee view with concern the large disparity that is noticeable in the volume of work between one district Inspector and his counterpart in another district. For instance, in Rampur, Pilibhit, Tehri-Garhwal, Kheri, Bara Banki, Banda, Rae Bareli and Shahjahanpur, number of institutions is only 4, 6, 6, 7, 8, 8, 12 and 14 respectively, while the corresponding number for Meerut, Varanasi, and Kanpur is 95, 68 and 50 respectively. In 38 districts the number of institutions is less than 40. After considering the whole matter in detail the Sub-Committee recommend that (i) except for those districts having KAVAL towns and for Gorakhpur and Meerut Districts there is no need to have separate Inspectorate in each district, (ii) one District Inspector should have at least 40 institutions to look after and on this basis three or four lighter offices of District Inspectors should be amalgamated into one.
  - (c) Deputy Directors of different regions, in the opinion of the Sub-Committee, are functioning merely as Enquiry Superintendents. The Sub-Committee recommend that two out of the existing five posts of Deputy Directors should be retrenched and the remaining three Deputy Directors should be posted at the Headquarters from where they should look after their regions. This measure, a mong others, would result in the abolition of regional offices.

- (d) The Sub-Committee find that one Deputy Director is receiving royalty in the name of his mother. The Sub-Committee recommend that a serious notice of this case should be taken so that corrupt practices prevailing in regard to Text Books may be eliminated as much as possible.
- (e) The quarterly magazine "Shiksha" which is supposed to be a specialized publication on educational matters, should be the responsibility of the Central Pedagogical Institute and the post of Officer on Special Duty (Shiksha) and his office should be abolished.
- (f) The Sub-Committee feel that the office of Officer on Special Duty (Text Books) has invited a good deal of adverse criticism and that before the establishment of this office the work connected with text books was done by the Director of Education, his Personal Assistant and Deputy Director. As the Central Pedagogical Institute is supposed to lay the core and contents of the curriculum up to English Standard, the office of Officer on Special Duty (Text Books) should be amalgamated with the Institute and the post of Officer on Special Duty (Text Books) may be abolished.
- (g) The post of Personal Assistant for Women's Education attached to the Camp Office of the Director of Education should be abolished, as there is already a full fledged office for the Assistant Director of Education for Women.
- (14) There is a post of Officer on Special Duty in the Education Department of the Secretariat and the incumbent of the post gets his grade pay in the U. P. E. S. (Junior Scale) plus a special pay of Rs.200 per month. The reason for the special pay is given out as "Special arduous nature of duties attached to the post". The Sub-Committee have separately recommended the abolition of several posts of Officer on Special Duty and in consonance with that recommendation they consider that the post of Officer on Special Duty in the Education Department of the Secretariat should also be abolished.
- (15) The present structure of the Education Department at the Secretariat level consists of one Secretary, one Joint Secretary and one Under Secretary. There is also one Officer on Special Duty who deals with Harijan Sahayak cases and Planning Schemes of the Government of India. As against this, till 1952, there were only two officers, viz., one Secretary and one Joint Secretary, and the latter was an officer of the Education Department. The Sub-Committee find that there has been no rapid expansion of education after the year 1952, but on the other hand, a few of the old schemes, viz., opening of additional primary schools, Mobile Training Squads Schemes, etc., have been discontinued. It is accordingly considered that the need for as many as four officers in the Education Secretariat is not fully established. The Sub-Committee, therefore, recommend that at the Secretariat level the work should be managed by only two officers, viz., one Secretary and one Joint Secretary, This will give a saving of Rs.40,000 per annum.
- (16) There is a dual control over the Social Education Scheme in as much as certain activities under the Scheme are run and financed by the Planning Department also. The Sub-Committee agree with the departmental view that the scheme forms an essential part of education activities and should be run by the Education Department alone provided the entire cost of the scheme is met from the Planning Department budget.
- (17) The Sub-Committee examined in detail the present structure of scholarships and arrived at the conclusion that a reduction of Rs.3 lakhs in the existing allotment or Rs.11,21,800 (1955-56) is possible if the following suggestions are implemented:
  - (a) Scholarships given to the dependants of soldiers of the last World War should be discontinued, as the soldiers have been rehabilitated by now.
  - (b) The system of giving scholarships to students of Government institutions who stand first in their examinations should be replaced by the system of giving prizes.
  - (c) Certain scholarships are given to girls for becoming teachers. The Sub-Committee think that now when there is no dearth of women teachers, it is not necessary to award scholarships at the school level to girl students for becoming prospective teachers.
- (18) The Sub-Committee view with concern the progressive increase in the contingent expenditure of the department and in their opinion a reduction of at least 10 per cent is called for under this item. This will mean a saving of about Rs. 7 lakhs.
- (19) It has been disclosed that there are two independent organizations working in the sphere of physical education viz., the P. E. C. and the N. C. C. The latter is a scheme introduced by the Government of India while the P. E. C. was introduced by the Government of Uttar Pradesh a few years ago for the military training of the students of Intermediate classes. The N. C. C. has two divisions, viz., Senior Division including the students of Universities and degree colleges, and the Junior Division which is meant for students of 8th to 10th classes. Thus for students of Higher Secondary Schools, there is military training through two sets of officers—one belonging to the N. C. C. and the other to the P. E. C. The N. C. C. is spending Rs.200 per head apart from the cost of their establishment, uniforms and equipment, while the P. E. C. is spending hardly Rs.20 per head inclusive of all the charges. The budget provision for N. C. C. for the year 1954-55 is Rs.10,77,900 and that for the year 1955-56 is Rs.14,60,600. The Sub-

Committee find that there is overlapping in the activities of the N. C. C. and the P. E. C. which leads to waste of public money and energy. The Sub-Committee, therefore, recommend that steps should be taken to arrive at an agreement with the Government of India to define the sphere of activities of the N. C. C. and the P. E. C. It is suggested in this connexion that either the P. E. C. should also undertake the military training of the students of universities and degree colleges or the N. C. C. should limit its activities to the universities and degree colleges. In case the P. E. C. are required to take over the responsibility of physical education of the students of every age group, the provision of Rs.14,60,600 for the N. C. C. could be deleted.

A similar overlapping of activities exists in the programme of the P. R. D., Bharat Sewak Samajas, Council of Physical Culture, etc. Youth organization of the P. R. D. and the P. E. C. are having the same type of programme of sports and camps. The boys are the same. The social service work done by Bharat Sewak Samajas has no distinctive feature about it and the P. E. C. are also doing the same work. In short, there is duplication of work and utter lack of co-ordination. The feeling of the Sub-Committee is that if activities of one and the same kind could be carried through an independent centralized agency, a provision of Rs.20 lakhs will be sufficient for this purpose. In the opinion of the Sub-Committee, the P. R. D. has not justified its existence as an independent organization and if the department could be disbanded and its personnel absorbed elsewhere, a saving of Rs.20 lakhs can be effected. The Sub-Committee consider that this scheme should be considered by the Government immediately and implemented if it proves to be workable, as it should according to the view taken by the Sub-Committee.

At present the Military Education Department are spending nearly Rs.400 per year per district on petrol, etc. used by the vehicles of the department carrying arms, ammunition, stores, etc. and the total expenditure on this account comes to Rs.6,800 per year. The Sub-Committee suggest that at least this amount should be recovered from the games fees by charging one anna per month per student. This would mean a saving of Rs.4,000 per month. The Sub-Committee believe that the management of the educational institutions and students would not grudge this for such an important item as Military Education.

The Sub-Committee are informed that the Director of Military Education had submitted a scheme to the Government in which he had suggested that the problem of games and sports be tackled on House system, according to which the whole school is divided into several sections called Houses according to age, height and class and each House is further sub-divided into Senior Middle or Junior Sub-Sections. Matches are then organized, Section or House-wise, and prizes are to be awarded to the best House in each Section and the championship is awarded to the best House consisting of all Sections. These matches will be regularly played twice a week on half-days to be provided for this purpose. Some half-days could be utilized for Inter-School matches. This programme will keep the boys engaged throughout the year and tone up the standard of games and atheletics. Besides, a much greater number of students will get a chance to play various games. It is understood that the scheme was approved by Government on July 23, 1950 and sent to all the Inspectors of Schools. But it appears that the decision of Government was never implemented by either the Board of High School and Intermediate Education or the Heads of Institutions, and even the Inspectors of Schools have paid scant attention to it. It is felt that had this scheme been implemented, it would have done immense good to the students. In this connexion the Sub-Committee think that unless pass marks for every student in physical education are made compulsory, the subject would never come in its own and the health and spirit of the boys will not improve. It does not appear difficult at all to have at least 24 half days in a year which would mean 72 periods for the students to get initial physical and military training. The Sub-Committee note with regret that Government order, dated July 22, 1950, regarding physical education is lying in cold storage and no efforts have been made to implement it. The Sub-Committee recommend that it should be implemented with immediate effect.

A note on the budget estimates, prepared by the Director of Military Education as in Annexure "A" supports the suggestions made by the Sub-Committee for economy in this Department.

- 2. In the course of their deliberations, the Sub-Committee felt that increase in expenditure was called for in certain directions in order to tone up the efficiency of the department. The increases suggested by the Sub-Committee are as follows:
  - (a) In the matter of emoluments, educational officers particularly Deputy Directors, should be at par with the present set-up in other departments. A Deputy Director of Education should be considered an important officer and in the opinion of the Sub-Committee he should draw emoluments at par with the Deputy Inspector General of Police in charge of a range. This would involve an extra expenditure of Rs.15,000 a year.
  - (b) Mandatory scales of pay for teachers serving in aided secondary schools were prescribed by Government in 1947, but these scales are different from those allowed to the corresponding staff of Government Secondary Schools. This disparity has given rise to a lot of discontent and the Sub-Committee wish that it could recommend for the removal of the disparity, but keeping in view the strained financial position of the State, they are unable to recommend such a course. Nevertheless, in order to minimise the irksome distinction between the emoluments of teachers of aided and Government Secondary Schools as far as possible the Sub-Committee recommend that, on the one hand in Government institutions the same scales of salaries should be given to future entrants, which are mandatory scales of pay for teachers of aided institutions, and, on the other, the present salary of each teacher serving in a recognized aided secondary school should be raised by one anna per rupee by way of immediate relief. This proposal is likely to involve an extra expenditure of Rs.18·23 lakhs per annum respectively.

- (c) The Sub-Committee examined the present structure of fees charged in Secondary Institutions and arrived at the conclusion that the existing rates of fee are somewhat high. It was accordingly recommended that in the case of Secondary Institutions both Government and aided, there should be a reduction of one anna per rupee in the tuition fee of each scholar. This measure is likely to result an in extra liability of Rs.18.59 lakhs per annum approximately.
- 3. Total economies recommended in paragraph 1 above amount to Rs.1,03,27,900 while increases suggested in paragraph 2 above amount to Rs.36,97,000. The net result is, therefore, a saving of Rs.66,30,900 as per details given in Annexure "B".



#### ANNEXURE "A"

#### A Scheme of Social Service and Youth Welfare for U. P.

It is high time that a well directed movement for the welfare of the Youth is launched at the Government level. When this project materializes, the private agencies may also be taken in hand, and a good co-ordination of the Government and the private agencies should bring about the desired result.

The general morale of the people both in the cities and in the country side is going down every day—may be due to the age long slavery in the country. The attitude and outlook of such elders has to be changed and can be changed through the training of our youths.

In one of the Youth Welfare Seminars, Dr. Tara Chand said, "For us the problem of the Youth is of transcendent interest. After nearly two centuries of stagnation Asia is again on the march. Her people feel the pulsations of new life. They are casting off the moulds of a dead past and hopefully and eargerly forging forms suited to the needs of living, dynamic and progressive societies. We are witnessing the rise of new social structures.

In this adventure Asia needs fresh, forward-looking questioning minds not hampered by the weight of outward traditions of hardened crusts of habits and customs or obsolete modes of thought and behaviour,"

We will have to rope in all engaged in the welfare of the Youth—the officer, the teacher, the recreation leader, the social worker and the Youth (whether school-going or non-school-going) as comrades-in-arms to fight the four giants—poverty, disease, squalor and ignorance—rampant in our country.

The Government should, therefore, pool their resources and merge into one all the agencies of allied nature with their budgets. The Government agencies for the cause of the uplift of the Youth are mainly the Military Education and Social Service Scheme and the Prantiya Rakshak Dal. They both aim at social service with a military bias and the majority of school-going Youth participates in the P. R. D. programme, rural reconstruction, physical recreation and sports.

The College of Physical Education and the Rampur Stadium can also substantially help in furthering the objects of Youth Welfare. The training background will have to be educational, rational and national. The important objectives shall be training in:

- (1) Team work-through camps, sports and inter village games.
- (2) Dignity of Labour—through works in camp.
- (3) Character training—through oubbing, scouting, A. C. C. and P. E. C.
- (4) Adventure—through hikes, excursions, pilgrimages, etc.
- (5) Discipline—through military bias.

The following budgets if pooled together should bring about an economy of about four lakes of rupees to the Government—

#### Budgets to be pooled

			WHEN THE PROPERTY AND	100				Rs.
1.	Prantiya Rakshak Dal		सरामेव ज	वते ••		••	• •	20,17,100
2.	P. R. D. Works	• •	• •			• •	• •	1,65,000
3.	Provincial Education Corps	••	••	••	• •		• •	10,66,200
4.	Auxiliary Cadet Corps	• •	••					1,00,000
							1	(probably raised now.)
5.	College of Physical Education	• •	••	••	• •	••	• •	53,600
6.	Rampur Stadium	••	••	••	• •	• •	••	7,000
						Total	••	34,08,900

It is proposed that the allied activities should be merged and divided into three broad schemes to attain the desired results. The objectives shall be achieved through the following three schemes:

- (A) Camps with military bias at Faizabad and Hills.
- (B) Training and camps in districts.
- (C) Physical education in the Pradesh.

#### A. Camps at Faizabad and Hills

Two types of camps shall be held at Faizabad Aerodrome Buildings:

- (i) For 2,500 selected Intermediate students from all over the Pradesh—The cadets shall camp there for a period of 14 days and the whole strength shall be divided into convenient batches.
- (ii) For 600 selected officers and teachers (Graduates). These camps shall be held during the winter months for a period of 30 days and each camp shall consist of 200 cadets.

#### B. Training and camps in the districts

The training shall be imparted to both the school-going and non-school-going youth and camps shall be held for 10,000 students of classes XI and XII for a period of seven days. The school going Youth shall be trained through cubbing, scouting (A.C.C. and P. E. C. Pattern) in a scientific and progressive manner. The non-school-going Youth shall be named 'Rakshaks' or better still as 'Gram Sewaks'. They shall go through scouting of the old Rural Development type and musketry to the very selected through Rifle Clubs shall be taught.

#### C. Physical Education in the State

Physical education shall be imparted to the students and teachers through:

- (a) College of Phycial Education to train the teacher for teaching the same to the students in the schools and colleges.
- (b) Recreation leader at the short-term courses at the Rampur Stadium.
- (c) Coaching.
- (d) Hikes and Youth camps and hostels.
- (e) Panchayat Ghar as community centres and village scout Den (for Nautankis, Dramatics, Akhara and Rural Olympics).
- (f) Inter Village games (not tournaments).
- (g) Pilgrimages for Gram Sewaks and the revival of old INNS.

The above programme shall be run through the College of Physical Education, Allahabad, Rampur Stadium, inspecting agency and other zonal workers of the P. R. D.

Under such scheme it will be seen that adequate provision has been made for propaganda and publicity and holding District and Provincial Rallies. A sum of Rs.2,05,000 has been shown in the headquarters budget for grants-in-aid to the various Akharas, Vyayamshalas, Rural Youth Festivals and Works in the P. R. D. The Council of Sports shall cater for the development of National Olympic Games and Inter-National Olympic Games separately.

#### Budget according to the proposed schemes

			<del></del> _					
							Rs.	
1. Headquarters	••	••	• •	••	••	••	8,20,900 (Ap	prox.)
2. Districts	• •	••	• •	••	••	••	17,73,420	,
<ol><li>Faizabad Camp and Hi</li></ol>	і Сатр	••	••	••	••	••	3,00,400	**
4. Physical Education	••	••	••	••		**	1,12,000	
					Total	•••	30,07,320	
			V. Gran	g				
Works in the P.R.D.		-6			•4	••	1,65,000	
Grants-in-aid (Old Ope)	• •	9		862×	••	• •	1,40,000	
		E C	1.0	39	Total		8,20,900	
			TO THE DY	W				

Estimates for the districts for running the schemes of Social Service and Youth Welfare

#### I. Pay of Officers

	- 0		(2)				Rs.
1 Secretary, Council of Physical Culture i	n the s	cale of Rs.2	. <b>50</b> —850 <sub>1</sub>	er mensem a	t Rs.400 p	er men-	_
sem	• •	प्रशासित ज	ग्राची	••	**	••	4,800
17 Instructors of Military Education and	Social	Service T	raining in	the scale of	Rs.250-	850 per	51,000
	I. P:	on of Tak	. <b></b>		••	••	,,,,,,
1	L. P	y of Esta	ibusnme	<u>ut</u>			
17 Assistant Instructors of ME and SST in	the sc	ale of Rs.20	0-450 pc	er mensem	••	• •.	40,800
51 District Organizers in the scale of Rs. 1	5035	0 per mens	em	••	••	• •	91,800
51 Assistant District Organizers Rs.120-3		••	••	••	••	••	73,400
14 Superintendent of Physical Education in	the so	ale of Rs.12	20300 p	er mensem		• •	19,960
700 Zone workers in the scale of Rs.60—10	00 per :	mensem			••	• •	5,04,000
160 Havildars at Rs.75 per mensem fixed.		• •	••	••	••	••	1,44,000
160 Zone workers in the scale of Rs.60—16	00 per .	mensem	••	••	••	••	1,15,200
17 Clerks in the scale of Rs.60—110 .		••	••	• •	••	••	12,240
14 Clerks in the scale of Rs.60—110 .	•	••	••	• •	••		10,080
16 Drivers in the scale of Rs.40—65 .		••	• •	••	••	••	7,680
34 Peons in the scale of Rs.25—1—30 per			• •	••	••	••	10,200
17 Peons for C Towns in the scale of Rs.2	5 <del></del> }	30 per men	sem	••	••	••	5,100
14 Peons in the scale of Rs.25—1—30 .	•	••	• •	• •	••	• •	4,200
ın.	Allo	wances ar	d Hono	raria			
Travelling allowance to various officers .		••	••	••	••	••	37,000
Compensatory and dearness allowances .		• •	••	••	••	••	3,49,760
Travelling allowances to Cadets and Havile	lara	••	••	••	••	••	25,000
IV. C	onting	encies (C	ontract)				
Service postage stamps, etc		••	••	••	**	••	94,000
		Non-cotr	act				
Maintenance of vehicles		••	••	••	• •	••	30,000
Thus there will be a clear saving	ng of	about R	s.4 lakhs	3.			

# Budget Estimates for the Headquarters of the Director of Social Service and Youth Welfare for Uttar Pradesh

## I. Pay of Officers

		* 1	.y 01 0	MICCIS .				Rs.
Director of Social Service an			ss I Pro	vincial Servi	ce in the s	cale of Rs.50	0-1,200	
per mensem Personal Assistant to Direct	or of Social :	Service and	 d Youth	Welfare in	the scale o	 of Rs.250—-50	ю	6,000 3,000
		_						
	IJ	. Pay o	f Estal	lishment				
Quarter Master I in the scale	of Rs.250—	-500			••			3,000
Technical Assistant in the sc			••	••	••	••	••	2,400
Sub-Adjutant in the scale of	Rs.120-200	)		••	••	••	••	1,440
Quarter Master (C.P.O. Stor	•		••	••	••	••	••	2,400
Office Superintendent in the	•	-	er mense	m	••	• •	••	2,400
Head Clerk I in the scale of			••	• •	••	••	••	1,200
Stenographer in the scale of Senior Noter and Drafter I i			150	**	••	**	••	1,200
Accountant one in the scale			-		••	• •	• •	1,200 1,200
Noters and Drafters seven is			0 ner me	ensem	••	••	••	6,720
Noter and Drafter one in th					•••	••	•••	1,020
Quarter Master Clerk in the	scale of Rs.	5065	••	••		••	••	600
Three Assistant Clerks in the	e scale of Rs.	60110	••	••	••	••	••	2,160
Store-keeper one in the scale			••	• •	••	••	••	960
Armourer one in the scale o	-	per mensen	n	••	•• .	••	••	600
Drivers five in the scale of R		••	••	••	••		••	2,400
Cleaners five in the scale of			••	••	••	••	••	1,500
Head Constable Guard one:		_	30	••	••	••	••	300 3,000
Guards ten in the scale of R Daftri one in the scale of Ra	•	U	- E	3	••	••	••	360
Office peons 15 in the scale		13		集会	••	••	••	4,500
Chowkidars four in the scale	-•	1000			••	••	••	1,200
Laskars four in the fixed sal		- 2		13220	••	••	• •	2,400
	***	A 11		98 <i>99</i>	_			
	III.	Allowanc	es and	Honorari	<b>H</b> 			
Travelling allowance	• •		LillA i	90/7			••	8,000
Compensatory dearness allo	wances and (	C.C.A. 🦼		N15.17	••	••	••	19,000
Medical Reimbursement cha	_	. 8	HISTORY		••	••	••	2,000
Camp allowance to teachers		per mense	m for 12	2 months	••	**	••	72,000
Travelling allowance to teac	hers	••	सन्धमेव	जयस	••	••	••	4,000
	I.	V. Conti	ingencie	es (Contra	ct)			
Service postage stamps, etc.	••	••	••	••	••	••	••	6,000
		ľ	Non-con	tract				
Office Rent and Telephone	(2)	•			••	••		6,000
Repairs to cycles		••	••	••	••	••	••	200
Repairs to typewriters	••	••	••	••	••	••	••	100
Furniture	••	••	••	••	••	• •	••	200
Books	••	• •	••		••	••	• •	300
Maintenance of vehicles	••	••	••	••	••	••	••	5,000
Charges for stores, etc.	••	••	• •	••	••	••	• •	5,000
Arms and ammunition	or	· ·	••	••	••	• •	••	40,000
Uniforms to Cadets A.C.C. Unforeseen charges	type at Ks.12	per set	••	••	••	• •	••	2,40,000 5,000
Provincial Rally (Combined	ee wee done	last vear)	••	••	•-•	••	••	50,000
Rent of Garages at	Rs.15 per me	nsem		••	• •	••	••	20,000
Messing of Cadets at Re.1 p			the seve	n-day camp	••	••	••	70,000
Rent for District Officers at			••		••	••	••	10,200
Office furniture at Rs.500 p		perintende	nt of Ph	ysical Educa	tion	• •	• •	7,000
Other office equipment for t	nem	••	••	••	••	••	••	7,000
Unforeseen expenses	re unit	••	••	• •	••	• •	••	15,000 17,000
District Rallies at Rs.1,000 propaganda and Publicity	per unit	• •	••	••	••	••	••	17,000
s repugation and rupticity	• •	••	••	••	••	••	••	
						Total		17,73,420
							-	

# Budget for the Faizabad Camp for Intermediate Class Students Graduates and Hill Camp for 500 picked Cadets

## I. Pay of Officers

Assistant Director of Milita	ary Education	and Socia	al Service T	raining in t	he scale	of Rs.250—	850 per	Rs.
mensem Assistant Commandants the	ree in the scale	 of Rs.25	 0—850 per r	nensem	••	••	••	3,000 9,600
	]	II. Pay	of Establ	ishment				
Occasion Master and In the	6 D - 000	450						2.400
Quarter Master one in the s		•		• •	••	••	••	2,400 600
Copy. Hav. Major one in the Head Drill Instructor one R			• •	* *	••	••	••	600
Drill Instructors five Rs.50-	-	• •	••	••	••	••	••	3,000
Havildars 12 at Rs.75 per n		••	••	••	••	••	••	10,800
Stenographer one in the sca			• •	••	••	• •	• •	1,200
Noter and Drafter two in th			••	••	••	••	••	1,200
Clerks in the grade of Rs.80			••	••	••	• •	•••	960
Clerk in the grade of Rs.60	-		••	••	••	••	• •	720
Typist two in the scale of R	_	••	••	••		••		1,440
Daftari one in the scale of	Rs.30-1-3	5 per mer				••	••	,360
Chowkidars ten in the scale	of Rs.25—4-	30	• •					3,000
Mason one in the scale of F	ks.50—75 per	mensem	••			• •	••	600
Cooks two in the scale of R	_				••	••	•.•	600
Waterman one in the scale			nensem	• •	••	••	••	300
Store-keeper one in the scal			••	• •	• •	••	• •	720
H.C. Armourer in the scale		_		••	• •	••	• •	600
Armourer Instructor one in			per mensem	• •	• •	• •	••	360
Storeman one in the scale of	•	30	-	• •	••	••	••	300
Buglar two in the scale of F		1	Work	0.	• •	••	••	600
Drivers two in the scale of	_	1000	TOTAL THE HOLLE	3423s	• •	• •	••	1,440
Bandman four in the scale	•	—30 per r	CANADON HERBER	200	••	• •	••	1,800
Driver one in the scale of R	_	20		353	••	••	••	480
Cleaners four in the scale o	-	- 1	ONDERSONAL	99	• •	••	••	1,200
Crude Oil Engine Driver R	_		LATER	M	••	• •	••	480
Crude Oil Engine Cleaner I Compounder one in the sca			ocem (civ m	onthe only)	••	••	••	300 480
Nursing orderly Rs.40 per		- 67	C2000000. Julius	onths only)		• •	••	1,200
Male Nurse one in the scale		100		753	••	••	••	360
Doctor six months at Rs.15	-	- 9715			••	• •	••	900
Office peons five in the scal	_		प्रसाधेत जा	en e	••	••	••	1,500
Sweepers permanent three i				nensem	::	•••	••	900
Sweepers ten (six months) I		-			••		••	3,000
. , .	•							•
		III.	Allowance	s and Ho	norari	<u>a</u>		
Travelling allowance to off	ficers	••		••	••		••	5,000
Compensatory and dearnes				••	••	••		50,000
Travelling allowances to Ca	adets 600 at R	s.7 per he	ad	••			••	4,200
	r	V. Cont	ingencies	(Contract)	<b>)</b>			
Sarvice Destace Stemps et	•			<u>`</u>				2 000
Service Postage Stamps, et	C	••	••	• •	••	**	••	2,000
		No	n-contract	-				
Annual Repairs to Camp,	Faizabad		••			••	• •	5,000
10 Central Camps for 2,50	0 Cadets, at R	ks.2 per he	ad for 14 da	ıys	••	••		70,000
Journey diet and other inc	idental charge	s		••	••	••	••	5,000
Kerosene oil		••	•••	••			**	2,000
Phenyle	14		4-0	••	••	••	••	2,000
Other camp equipment		••	• •	••	• •	••	••	2,000
Messing expenses for 500 s			ays at Rs.2	per day	• •	••	••	30,000
Contingent expenditure in	_	••	••	••	••	• •	••	5,000
Training material for the c					••	• •	• •	20,000
Messing expenses to 600 C		ites) for 30	days at Ra	.2 per day	• •	••	••	36,000
Unforeseen charges	• •	••	• •	••	••	••	• •	4,000
						Total		3,00,400
						- + + + + + + + + + + + + + + + + + + +	••	~,00,700

## Budget Estimate for Physical Education Programme in the Staff

								Rs.
Budget for the Government Co						ad	••••	53,600
		<del></del>	get for the	· · · · · · · · · · · · · · · · · · ·				~ ^ ^
One Director of Stadium in the					taff at the s	tadium	••	7,000
	-		of Estab	usnment				<b>7.0</b> 00
Zone workers ten in the scale Clerks two in the scale of Rs. Peons in the scale of Rs.25—	60—110	-110 per	mensem 	••	••	••	••	7,200 1,440 300
	1	II. Al	lowances a	and Honor	raria			
Travelling allowance	• •				••	••	• •	1,000
C.C.A. and deanress allowar	nces	••	••	••	• •	••	••	3,720
	1	v. <u>c</u>	ontingencie	s (Contra	et)			
Service postage stamps, etc.	••	••	••			••	••	1,000
		Non	-contract					
Furniture for the office	••			·	• •	••	••	500
Typewriter one	••	••	••	••	••	• •	••	850
Cycle one	• •	• •	• •	••	••	• •	••	150 1,000
Other incidental charges	• •	••	••	• •	••	• •	• •	1,000
		INSE	PECTING	AGENC	<u>Y</u>			
		I.	Pay of C	fficers				
	•	• · · · · · · · · · · · ·			tuantian im	the scale of		
One Inspector of Physical Ed Rs.250—850 per mensem		nd one in	ispectress of	Physical Ec	ucation in	ine scale of	••	6,000
		II. Pa	y of Estal	blishment				
m to the colorest to		_	183	1000				1,440
Two clerks in the scale of Rs  Two Peons in the scale of Rs		 -30 per n	nens <b>e</b> m		••	• •	••	600
Two Orderlies in the scale of			7.0 (A	4.1	••	••	• •	600
		III. A	llowances	and Hone	oraria			
Travelling allowances to vari			435-4180	al(P)			• •	1,000
Travelling allowances and de			o teachers t	o be paid by	y their own	institution:		2,400
C.C.A and dearness allowand	∞s to staff	••	सन्यमेव	जयने	••	••	• •	• •
		IV	. Contin	genices (C	ontract)			
Service postage stamps, etc.	••	••	• •	••	••	••	• •	1,000
			Non-	contract				
Office furniture etc. Rs.300 p	er district							600
Rent-for two offices		•••	••	••	••	••	••	1,000
Unforeseen expenses		• •		••	••	• •	• •	1,000
Propaganda and publicity	••	••	••	••	• •	••		20,000
						Total	••	1,12,600
							_	
		<u>A</u>	NNEXU	KE "B"				
	Su	mmary	of Recon	mendatio	ns			Rs.
1. Closure of Government	Higher Se	condary	Schools for	boys and	girls	••	••	5,00,000
2. Abolition of the Gover the merged States of private bodies. Pen these colleges should	nment De Banaras ar	gree Col nd Ramp solition o	lege at Nair our into Hig of Governm	ni Tal and c her Second ent Degree	onversion	s or incir ir	ansier to	10,00,000
3. Desirability of a stricte					Colleges			••
4. Abolition of a certain r						hools) for be	oys	12,00,000
					••	••	• • •	51,900
6. Imposition of an ad hoo Art Colleges and intro	c cut of 15 oduction o	per cent of the sch	in the main	tenance gra	nts payable ith a view t	to non-Go o eliminatir	vernment	5,00,000
tion in Arts Colleges	••	••		••	••	••	••	-,,

		Rs.
7.	Imposition of an ad hoc cut of 10 per cent in the maintenance grants payable to non-Government Secondary Schools and introduction of the scheme of specialization with a view to eliminate duplication in Secondary Schools	15,00,000
8.	Transfer of the Government Primary Schools in the merged States to control of District Boards concerned and payment to them of a compensation equal to half the maintenance cost of the schools	3,50,000
9.	Abolition of the Committee for promotion of Scientific Research	47,000
10.	Discontinuance of the system of payment of honoraria by the Director of Education to his staff	9,000
11.	Curtailment in the scope of the Scheme of reorientation of Junior High and Normal Schools with Agriculture and Crafts as compulsory subjects	16,00,000
12.	Amalgamation of Training Colleges for Men and Women at Allahabad	50,000
13.	Economies in the Lucknow Camp Office of the Director of Education	25,000
14.	Reorganization of the Inspectorate of Schools by amalgamation of Smaller units	5,00,000
15.	Abolition of two out of five posts of Deputy Directors of Education and transfer of the remaining three Deputy Directors to Headquarters office of the Director of Education	(Not known)
16.	Measures with a view to eliminating corrupt practices prevailing in regard to payment of royalties for text-books	•
17.	Abolition of post of O.S.D. (Siksha) and amalgamation of his office with that of the Central Pedagogical Institute.	]
18.	Abolition of the post of O.S.D. (Text Books) and amalgamation of his office with that of the Central Pedagogical Institute.	25,000
19.	Abolition of the post of Personal Assistant for Women's Education in the Camp Office of the Director of Education.	}
20.	Abolition of the post of O.S.D. in the Education Department of the Secretariat	10,000
21,	Reduction in the strength of officers in the Education Department of the Secretariat	40,000
22.	Transfer of the provision for the Social Education Scheme from the Education to the Planning budget	4,20,000
23.	Abolition of certain categories of Scholarships	3,00,000
24.	Enforcement of an ad hoc cut of ten per cent in the contingent allot ment of the Education Department	7,00,000
25.	Abolition of National Cadet Corps and certain other economies in the sphere of military education	15,00,000
	Total savings	1,03,27,900
	Increase in expenditure	
1.	Increase in the emoluments of Deputy Director of Education	15,000
2.	Increase in the salary of teachers in aided Secondary Schools at one anna per rupee in the existing salaries	18,23,000
3.	Reduction in tuition fees in Secondary institutions—both Government and aided at the rate of one anna per rupee	18,59,000
	Total extra liability	36,97,000
	Not savings	66,30,900
	Tigh partings	40,00,700

#### **ELECTRICITY DEPARTMENT**

The scrutiny of the expenditure of the Electricity Department was formerly entrusted to another Sub-Committee of which Sri A. C. Mukerji, I.S.B. (Retired) was the Convener, but when Sri Mukerji took up an appointment in Calcutta, this department along with a few others was transferred to the present Sub-Committee. Sri Mukerji had collected a good deal of information about the department by addressing a set of queries to the Chief Engineer, Electricity Department, and had drawn up an interim report on the basis of the material furnished to him. The present Sub-Committee, which has gone through this report as also the report of the Estimates Committee pertaining to the Electricity Department have also made an endeavour to have an insight into the working of this department in order to see for themselves whether there is any scope for economy in the expenditure of the department without impairing efficiency. For this purpose they have had several meetings at which the representatives of the department including C. E., Electricity and Secretary, Power Department were examined as witnesses.

During the course of their examination, the Sub-Committee came to the painful conclusion that the information required by them was not being supplied unreservedly, and some of the replies were either evasive or confusing. Moreover, the information supplied to the Sub-Committee was inadequate and that too old to be of any real use. The latest figures supplied to the Sub-Committee relate to the year 1951-52 as contained in the *pro forma* accounts of that year and the department was unable to give more up-to-date figures. In these circumstances, the Sub-Committee perforce had to rely on the figures published in the latest budbget.

To illustrate how the department tried to give evasive or confusing replies, it may be mentioned that when the Sub-Committee enquired whether any report had been received on the working of the department from Messrs. Merz and Mclellan, a reply in the negative was given on June 11, 1955. Later on, the Secretary, Power Department, however, admitted in the meeting held on July 9, 1955, that there was an interim report from the above-mentioned concern which was forwarded to the Chief Engineer on February 9, 1955. Secretary, Power, further stated that this report related to the Roorkee and Moradabad Sub-Stations and that from the recommendations made by the firm, it appeared that they were siding with a particular tenderer. The Secretary added that the recommendations of this concern had not been tried in Indian conditions and it could not be said definitely if they were workable. He was further of the view that the Government were not bound by these recommendations. The Sub-Committee did not accept the above view and failed to find even a ghost of an indication of any partiality. It would be well to quote a few lines from this report as under:—

- "As a result of our study of your system we have formed the definite opinion that there is much scope for bringing your system planning into line with what has been found elsewhere to be safer, simpler and cheaper. In some cases our views relate to equipment which is already in service and such rearrangement as is still possible and feasible will be dealt with in our report". . . etc.
- "As no specifications have yet been prepared for the latter work (Rihand Dam) there is clearly no difficulty in our proposals being accepted if it is decided to do so. . . . There remains the question of certain switchgear which is on the point of being ordered, namely, that for the Roorkee and Moradabad sub-stations. As we have already informed you in discussion and correspondence, these two sub-stations are examples where we are firmly of the opinion that such extensive use of switchgear is not likely to give the safest, simplest, cheapest system, and we have already recommended to you unofficially that changes be made. . . . The reasons why we recommend changes which would bring the U. P. system into line with what is now established modern practice elsewhere, positive recommendations as to switchgear orders . . . "

Here are some of the recommended changes in switchgear arrangements proposed for Roorkee and Moradabad Sub-stations:

- 1. Each major supply shall be given in full duplicate so that no single failure, whether it be a line, a switch or a transformer, can cause loss of supply.
- 2. Where practicable high voltage switchgear is eliminated and the necessary switching done at lower voltage.
- 3. In certain situations there is no technical objection to using one switch to control two or even more transformers.
- 4. Double transformation of the same power is avoided wherever possible to reduce losses and voltage drop.
- 5. The formerly widely-used double bushar arrangement of switchgear is no longer considered essential except at power stations and even there many examples of single busbar gear are now found. This reduces the number of isolators and the civil engineering cost appreciably.

Roorkee—Single busbars only to be provided on 37.5 and 66kV. single busbars only to be provided on 132 kV. initially. Two extra 132 kV. switches to be ordered making a total of seven.

All seven switches to be installed at Moradabad.

#### Moradabad-

Do not order any 66 kV. switchgear.

Do not order any 132 kV. switchgear.

Order two new 132/37.5 kV. Star/Star 7.5 kV. A transformers.

The Sub-Committee fail to understand how the Department has been able to arrive at the conclusion, within two or three months after the submission of the report, that the recommendations may not suit to Indian conditions. Messrs. Merz and Mclellan is a firm reputed for its technical knowledge all the world over and they are the consulting engineers to the Ministry of Power in the United Kingdom which generates 67,50,00,00,000 KWH. every year while the Electricity Department of this State produce only 200 million KWH. a year. Therefore, to think that a firm of the standard of Messrs. Merz and Mclellan would be interested in a particular tenderer would be, to put it euphemistically, a perverse view.

#### **Electrical System**

The Convener expresses his amazement at a very strange reply given by the Electricity Department in connection with Messrs. Merz nad Mclellan's report that conditions in India differ from those in foreign countries. It is obvious that the conditions do differ in several respects but in the sphere of Electricity they do not and anybody who volunteers this reply in connection with the Electricity Department is actually exhibiting his ignorance and proving his incompetence to hold charge of Electrical undertakings. The Convener, has, during his tour of Europe, made some studies of three great Electrical combines and works of the world, viz., Siemens of Germany, English Electric Co. of England and General Electric Co. of England. The Convener has made some study of electrical system in France also. He is also in possession of some literature in these respects. Everywhere he tried to find out whether in electrical installations atmospheric or climatic conditions differ and he got the same reply that it is not so. Only in case of having out sub-stations in countries like India, the system may be different but so far as the machinery, implements, etc., are concerned the same conditions prevail everywhere.

Second and most important point is that Electricity is a rapidly advancing science. Practically every month new improvements are coming up which mean cheap electricity and cheaper installations. It is unfortunate that in our State out of date, costly and heavy machineries are being installed and imported only to suit the whim of certain officers in the department, which ultimately means not only a very great loss to the State but also to the whole structure of our economic progress. Cheap power is the first condition for the Industrial growth of the country, but the way in which the Electricity Department is moving will prove ruinous to the Industrial growth. The Convener wishes to make this point much more clear. He had carried on special consultations with the Royal Institute of Electrical Research in Glasgow and had established contacts with this University through its Research Scholars and after a good deal of deliberations he wishes to place on record here certain general points, particularly regarding the Grid system.

#### Grid System (General)

This is essentially a system of inter-connection of various power stations in such a manner as to allow the maximum utilization of the generated energy. In case of an overload on a particular station the load is shared by the other power stations connected on the same Grid. The Power Stations are connected on a closed circuit.

In a particular system such closed circuit can be at various voltages (11 kV. 33 kV., 66 kV., 132 kV., etc.). Upper Ganga Canal Grid is mainly 66 kV. while the Sarda Grid is 132 kV. These various grids are inter-connected through "transformers".

Transportation of energy at lighter voltages is more economical. Most of the transmission of electrical power in the world is done on alternating current (A. C.) circuits. Maximum voltage used in this country is 270 kV. (in Sweden, it is 375 kV.). The cost of all equipment increases with the voltage. Household supply voltage is 220 kV., supply to the factories is at 6.6 kV. or 3.3 V. or 1.1 kV. and it is transformed down to 440 volts in the factory before it can be used to drive the motors.

It may be of interest to us to know that transportation of power is cheaper on Direct Current for the same voltage, but it is extremely difficult to achieve higher voltages on D. C. Generation of energy is usually at 1.1 or 3.3. kV. either by water-power or by steam-power. The mechanical part of the "Generator Set" is called the "turbine".

Switchgear is the general term used for the gear used for control and protection of the power system as a whole. The system has to be protected against heavy currents and high voltages. Heavy currents result when a "live" wire touches the ground at any point in the system and high voltages result from lightning strokes so the purpose of the protective gear is to isolate the faulty section and thus prevent the fault from spreading and causing a general shut-down.

Circuit-breaker and the transformer are the costliest apparatus.

(Transformers are either oil-cooled or water-cooled.)

Circuit breakers can be of various types. For medium-power air-break C. B.s are used (say up to 15 kV. in U. S. A., 3000 V. in U. K.); after this, they use oil circut-breakers up to, say 66 kV. and above that Air-Blast C. B.'s are used.

The choice and layout of the switchgear depends on a compromise between the following three considerations:

- (1) Protection.
- (2) Flexibility of operation.
- (3) Cost.

The relative importance of the above three, would depend upon the locality (i. e. how important the station is), the power to be handled and the voltage. The importance of locality is also felt when a sub-station is inside an industrial town. Wherever space is available open-type (as against metal-clad) of out-door sub-stations are the cheapest. The climatic conditions only effect the detailed design of a system (e.g. spacing between towers and busbars, the size of wire, etc.).

In our country there is often the tendency to over-protect a system, thus resulting in an increase of the initial outlay. In such matters, we should keep abreast of all the latest developments in the Western countries so as to avoid starting at a point which the advanced countries have left long ago.

The examples of the development in the design of the power system are:--

- (1) Increasing use of high-rupturing capacity fuses (H. R. C.) in place of small circuitbreakers. Fuses are infinitely cheaper and require no maintenance.
- (2) Miniature circuit-breakers which are also of the same size as H. R. C. fuses.
- (3) Protection only on the low voltage side of a transformer as the low voltage gear is cheaper.

#### Planning—the necessity of an Electricity Board

In our State, most of the existing net-work has grown in isolated manner, a co-ordinated survey of the existing system is imperative for the future development of the resources of the State. A co-ordinated planning is vital for the economy of the State and more so because we hardly have a tradition of a balanced planning.

Planning in electrical projects has to make allowance for the growth of industries and also the advancement in the technical know-how, so that an existing system can be kept modern without much loss of capital.

#### State Electricity Board

Establishment of a State Electricity Board would make it easier for the co-ordination to be carried out on a national basis.

The establishment of such a Board makes it possible to organize the power resources of the State on a commercial scale, and the experience of other countries has shown that its working is also more efficient.

Such a Board also makes the initiation of research in further development a practical proposition. Without research in this field we would always need the knowledge from other countries, and the knowledge of up-to-date developments and an interest in research are vital for an ever-growing Power Industry.

#### The State versus Public

The Convener wishes to make it very clear that Electricity Supply Industry should not be treated as a State concern, where carelessness and desire for profit may be allowed to play havoc. The Electric Supply Industry is a public utility concern and hence its primary object is the improvement of the lot of the poeple as a whole. The need of unification in this vital industry cannot be over-emphasized. Undoubtedly, many undertakings both municipal and company-owned are well-designed, capably managed, and mostly successful, these for the most part operate solely for the benefit of limited areas and such industries were never intended to link up with the works of other undertakings. Public supplies in our country have different systems, some A. C. and some D. C. and at varaious voltages and frequencies. Such a state of affairs is not only detrimental but also harmful to the economic development and utilization of the resources of the State. The need of standardization of voltage, frequency and price is self-evident. Maintenance cost is reduced, uniformity of prices enables the loss of one part to be distributed all over and thus helps the industry which thrive on cheap power.

For this co-ordination, an electrical board is extremely important. This board should recognize the fact that for many years the State of Uttar Pradesh has been wasting its money and energy by working on wrong lines and it must start now by scrapping inefficient plant and complete re-casting of our distribution set-up. The internal progress of re-unification is bound to be slow. It is one thing to envisage part of progress and development and another thing and perhaps more difficult to reconcile the conflicting interests of Supply Undertakings which have spent large sums of money on their own schemes and created financial burdens of considerable magnitude on the State. The Government of India Act of 1948 is aiming to overcome the afore-mentioned difficulties. In the sphere of Power, the geographical limitations do not play such an important role as the adoption of latest and modern practices. The 1926 Bill aims at completely inter-connecting the principal generating sections and thereby it obviates the necessity of stand-by plants at various areas in case of failure of supply. One big stand-by plant can take care of a big system. The establishment of the Central Electric Board has been instrumental in developing not only the power system of England but also for transmission lines over roads, Railways, etc. The Board is not a Government department and strictly speaking it is not answerable to Parliament. Therefore, it is immune from political wire-pulling. It is now established that it is a great advantage for a Power Station to run more economically, to run at the highest possible load factor, leaving the short duration peak demands to be channelled by the older and uneconomic units so that an inter-connecting Grid system allows highly efficient stations to generating the "High Load Factor" and leave the less important plants the duty of meeting the peak demands. The Convener is of the opinion that this very important point has been completely missed by our Chief Engineer, Electricity.

#### **Training of Personnel**

Our Electrical system is suffering from another great handicap. The Chief Engineer is entirely out of date. The Additional Chief Engineer is guilty of ruining our Sarda Grid. The other Engineers are either unable to assert themselves or incapable of delivering the goods. The Convener strongly feels that we are terribly lacking real personnel to run our Electricity Department.

Foreign training is necessary at higher levels. Training abroad of young Indian University Graduates, is more effective. Since the Graduates of Indian Universities are likely to have better knowledge of actual conditions at home, but at the same time, however, the syllabus of many of our technical institutions are unnecessary and in many cases these are archaic. There is also the question of a Redbrick University as against a residential one. The importance of a better community life in technical colleges cannot be over-emphasized. The growing specialization in technical fields is likely to remove our engineers far away from the "real life". An engineer should also be educated about his social functions, an aspect which is terribly lacking even in Roorkee University, which is a residential University.

#### Merz and Mclellan

The Convener expresses his dislike for the way in which the Secretary, P. W. D. and the Chief Engineer have tried to belittle the interim reports submitted to them by the Consultants. By the time the Economy Committee considers the final report of this Committee, the final report from Messrs. Merz and Mclellan would have reached the Electricity Department and it is feared that that too will have the fate of the interim report. The condition with Merz was to report "how the transmission lines constructed departmentally compare with those constructed by the contractors in respect of cost and suitability for this purpose". Positive cost of such departmental constructions (only amounts were given) are neither available to our Committee nor we feel they were supplied to the Merz people. It cannot be ascertained how this amount was spent. We do not know whether Merz people have arrived at the same conclusion but we find that the Book-keeping in this

Department is so defective that even essential "Capital Expenditure" cannot be traced. Complete enquiry should be made as to why when warning was issued by the Merz people regarding the purchase of switchgear, etc., the order was placed, and if the State has suffered what punishment should be given to those concerned for this indecent haste? In our terms of reference to the Merz people we have invited detailed suggestions and if in terms of the same some suggestion was made how can the Electricity Department call it an "uncalled for" report. The Convener has seen the great office of Merz and Mclellan in Surrey. He was surprised to find that this English Concern has been entrusted with very important works in United States of America also. Recently Kariba Hydro-electric scheme has been entrusted to this concern. Some information about this scheme is given below so that the members may get an idea about the magnitude of work which Merz people carry out 1

#### Kariba Hydro-Electric Scheme

The scheme will comprise a dam about 300 feet high at Kariba Gorge on the Zambesi in Rhodesia—border of North Rhodesia (Africa). The lake created will be about 50 miles wide and 200 miles long. The installed capacity will be about 1,000,000 kW. The power from Kariba will be transmitted at high voltage to the Copper Belt (275 miles) in Northern Rhodesia and to Bulawayo (350 miles), Salisbury (200 miles) and the Electricity Supply Commission (220 miles) in Southern Rhodesia. The output when completed will be about 7,000×106 KWH. per annum. The capital cost of the completed scheme will be about £m 100. To be completed in about ten years when it starts operating. It is expected to start working in another six years when the first turbine would begin generating. Merz are concerned with the whole scheme.

The climatic conditions in Africa and India are not different. In our country, the Central Railway Power Station at Kalyan, inaugurated by the Railway Minister, Sri Lal Bahadur Shastri in 1947 is a result of the advice and guidance of the Merz people. Bombay electrification which is supposed to be the most successful in the World is the result of Merz advice. The Rihand Dam Power Station has been strongly not included for the scrutiny of Merz and Mclellan. The Merz people have been asked to give a report on the transmission without any reference to installation, etc. The Khaber Khera Power Station in Madhya Pradesh has been developed entirely with the advice and guidance of Merz and Mclellan. The Delhi "B" Power Station owes its progress and installation to this concern.

It may be noted that this concern is not a business partner in any Electrical concern, it has nothing to do with any Contractual work. It only tenders advice. It has a big Indian Section at its Headquarters. Instead of taking advantage from this concern and thanking ourselves for having secured their co-operation, it is extremely painful that our Electricity Department, for reasons best known to it, is trying to belittle Merz reports and act against the good advice tendered by it. The Convener has taken a very serious view of this spirit, and wishes that a complete enquiry into the history of those officers who are responsible for playing such mischief, be made.

Apart from that, the Sub-Committee understand that this firm has carried out big schemes of different States in India who have benefited by their recommendations. But in U. P. the Electricity Department had adjudged the recommendations, within a short time, to be unsuited to Indian conditions, thus giving an impression that they are competent to pronounce what is suited or unsuited not only to the conditions of their State but to the whole of the country. Perhaps the department do not know that Bombay and Bihar have profited by the recommendations of the above firm, and that these States are part of India. This amply shows that the Electricity Department is interested in refusing to see the good points in the report submitted by the firm to them, for which they have to be paid Rs.1,75,000. The Sub-Committee consider that this is a very serious matter and Government should give serious consideration to the report without further loss of time before crores of rupees are wasted. The Convener points out that the full report of Merz and Mclellan has been received and now it should be immediately examined by an impartial Expert. Convener has grave doubts even about the good intentions of the present Head of the Department in relation to this report. In fact, some waste has already taken place on account of the department having placed orders for certain equipment without properly examining the interim report. Apart from the waste of public money, it is apprehended that the arrangement of equipment, as worked out by the department, may prove not only unsafe but positively dangerous. The Sub-Committee are of the view that nothing is going to be lost if the recommendations are properly checked and adopted only when they are found to be workable. If that had been done earlier, Government would have saved not less than Rs.20 lakhs in the installation of the Roorkee and Moradabad Sub-stations alone. The Sub-Committee, therefore, recommend that an impartial Committee of experts should examine the report minutely and the poi

It is believed the Rihand Scheme is now ready. Messrs. Merz and Mclellan should be asked to examine the scheme and make a report before tenders are called for.

#### Wastage in the Department

The Chief Engineer admitted in reply to a query that a few years ago copper wire worth Rs.90 lakhs was purchased by the Department. The Sub-Committee were, however, informed by another source that the wire purchased was worth Rs.2 crores. Even if it is assumed that the purchase was for one crore of rupees, it is not clear where was the necessity of this transaction when only 45 to 50 per cent of the material could be utilized so far. The existing position is that stocks worth about Rs.50 lakhs are lying unutilized and the irony of it is that this amount has not been brought to account in any return submitted to Government or the Audit Authority. The C. E. said that it has been shown in the MAS account but that account is never submitted to Government. This is only a single instance and one should not be surprised to find many more such cases in which materials worth crores of rupees might be lying unutilized without finding any mention in any

report of account. The reason at the root of this state of affairs is that the C. E. is the sole purchasing authority for the department and he has untremelled powers in this respect. The Sub-Committee were unable to appreciate why in the Electricity Department alone one officer has been given unlimited powers to make purchases on behalf of the department. The Sub-Committee consider this practice to be highly undesirable. It is their considered opinion that an independent and high powered body should be set up directly under the Ministry of Power which should be entrusted with the job. It also seems most important that the Secretary to the Government, Power Department should be a technical man.

#### Prescribing a yardstick in the matter of requirement of staff

In this report, Sri A. C. Mukerji has pointed out that no yardstick appears to have been laid down for ascertaining the strength of the staff required for the work-load of the Electricity Department at a particular stage. He has stated that since an expert organization has been examining the working of this department, it would not be fair to ofter any suggestion based on the scanty material furnished to him. It is reported that additions to staft since March 31, 1951, have been as follows:

				1951-52	1952-53	1953-54	1954-5
1.	(a) Gazetted Officer		••	12	2	26	2
	(b) Non-gazetted operating staff			82		297	47
	(c) Other staff including inferior staff	• •	••	83		440	27
2,	Extra expenditure on staff in lakhs of rupees	••	••	2.36	2.97	3.08	12.1

The Chief Engineer has informed the Sub-Committee that a tentative yardstick has been sub-mitted to Government for approval. He added that this matter is included in the terms of reference to Messrs. Merz and Mclellan and on receipt of their report the departmental yardstick would be re-examined in the light of their suggestions.

From the information made available to the Sub-Committee, it appears that when the Electricity Department was separated from the Irrigation Department in 1950, the total number of the employees of the former was 2,521. In 1953-54, this number went up to 3,449 and in 1955-56 it is over 6,000. Sri Sri Chandra M.L.A., who was specially invited to attend the meeting of the Sub-Committee was opposed to the idea of any increase in the staff, as he felt that it would not be justified.

In his interim report, Sri A. C. Mukerji has inter alia pointed out that there is no necessity for keeping Dafad its and Barkandazs for keeping guard on cash chests in Divisional and Sub-Divisional Offices and for safe carriage of cash from office to treasury or vice versa. It is not known how much cash is received in the above offices and how often it is sent to the treasury. Sri Mukerji has suggested that where Divisional and Sub-Divisional Offices are located in the same station, only one office should receive the money and maintain guard and the other offices should not be allowed to maintain guard. He has further proposed that such staff need not be allowed in a Construction Division or Sub-Division.

The Sub-Committee learnt that three Barkandazes are allowed to every Superintending Engineer. In these days of telephone, telegraph and other postal facilities, keeping of runners and barkandazes for carriage of dak is an anachronism. The Sub-Committee consider that an overseer should have one mate or runner. A divisional office should have not more than one runner and one peon and a Divisional Officer should get only one peon. The Sub-Divisional Officers should have one peon and one runner and no more. The Superintending Engineer may be allowed one peon. Similarly the Chief Engineer should have only one peon, apart from the office staff. There is no need to allow him a runner or a Khallasi.

The Sub-Committee also felt that there was no need to keep a Line Inspector, Senior Meter Tester and Repairer, Senior Electrician, Shift Supervisor and Station Supervisor in every Sub-Division or to pay them a compensatory allowance of Rs.25 per month everywhere. This question may be examined by the Government and suitable reduction of staff made and payment of compensatory allowance discontinued, except where it is absolutely necessary.

The Sub-Committee envisaged a reduction in the number of Peons, Barkandazes and Runners as given below:

				 Existing Strength	Proposed Strength
Peons	••	••	 . 1	 203	150
Barkandazes			 	 252	125
Dafadars		••	 	 79	40
Runners			 	 168	75

The recent tendency in the department to increase its staff is to be deprecated, because this goes to increase the operational charges and ultimately the cost of power supply to unreasonable limits. To Combat this unwholesome trend, the Sub-Committee strongly felt that there should be certain standard rules regarding the appointment of staff and some yardstick should be laid down as early as possible to assess the requirements of the department in regard to the staff. In the opinion of the Sub-Committee the number of employees of this department could safely be reduced from 6,082 to 5,000 without impairing efficiency or impeding its progress.

The Sub-Committee considered that there were too many officers in the department. For instance, although the Rihand Dam Power House has not come into existence as yet a host of officers have been appointed there. There is one Superintending Engineer, two Executive Engineers, six Assistant Engineers and a legion of overseers or supervisors, while considering the initial stage of the work, there is apparently no need for more than one Executive Engineer, one Assistant Engineer and a few Overseers. The appointment of an Additional Chief Engineer was also not justified. In the opinion of the Sub-Committee the number of Superintending Engineers in the department should be limited to two (one for Ganga Grid and the other for Sarda Area) and there should be only one Chief Engineer. No further appointments should be made without first reorganizing the department.

It has also been observed that almost all major schemes of the Electricity Department have cost Government from 50 per cent to 500 per cent more than the original project estimate. Thus originally, Mohammadpur Hydel Power Station was to have involved an expenditure of Rs.1.01 crores, but its revised cost is Rs.1.29 crores. Likewise, the cost of Pathri Power Project rose from Rs.1.78 crores to Rs.2.96 crores and it is still incomplete. The cost of Sarda Hydel Generation Project has gone up from Rs.289.14 lakhs to Rs.747.75 lakhs. To overshadow all, the Rihand Power Project originally estimated to cost Rs.3521.2 lakhs has risen to Rs.4529.1 lakhs, and even this estimate is not final. There are 10 other projects, including Ganga Transmission Line, Sarda Transmission Line, Sohawal Steam Station (Extension), Gorakhpur Diesel Power Station, Extension to Rampur Power House, Mainpuri Thermal Power Station, etc., whose revised estimates have yet to be prepared. All these projects in their unrevised state are to cost Government Rs.1848.74 lakhs and if this estimate is doubled on being revised, as has happened in the case of Sarda Hydel System, then approximately Rs.37 crores will have to be spent by Government in the near future. The reasons for the cost of schemes in the revised estimate exceeding that provided in the original estimate are given by C. E. as follows:

- (1) Changes in the designs and strengthening of wings and foundations.
- (2) Increase in the cost of materials.
- (3) Increase in the rates of labour.
- (4) Additional works not provided for in the original estimates.
- (5) Unforeseen site conditions.
- (6) Prolonged period of construction.
- (7) Increase in the unit rates as well as the quantity of concrete items.

While conceding that there are certain factors over which there could not be an effective control, the Sub-Committee could not appreciate fully the wide gap between the original and the revised cost, especially under items nos. (1) and (4) above. It will require no great effort to perceive that there is a good deal of waste of public money in this department which has to be prevented. The Sub-Committee believe that it was perhaps to detect such wastages that the services of Messrs. Merz and Mclellan were secured, and it is understood that they did give good many hints in this direction. But the report of the said consultants has not been examined for reasons not known. The Sub-Committee are aware of the tremendous work done by the Ministry of Power which is reflected in the total of units of energy generated having reached 220 millions KWH. in 1955, but, it is felt that, in spite of its best efforts the Ministry cannot possibly go into details of every scheme, and it is a work for which a committee should be set up. In the opinion of this Sub-Committee, it would be more profitable if a technical Committee is appointed to advise the Minister of Power in technical matters relating to the Power Department.

The Sub-Committee are also of the opinion that Superintending Engineers should not be stationed at the Government Headquarters but they should remain at the centre of areas in their charge. They should also be made responsible for any delay in the execution of the work and for any increase in the cost of the work. To avoid unnecessary delays in frequent references to the Headquarters, the monetary limit of the expenditure which Executive Engineers are authorized to incur should be raised.

The Sub-Committee thought it very necessary to examine the expenditure of the department with a view to determining how far it is self-supporting. The capital expenditure over the various schemes of this department has been rapidly increasing from year to year as shown below without any corresponding increase in revenue:

Year								Expenditure in correspondence
								Rs.
1950-51		• •			••			1.27
1952-53		• •						5.17
1953-54			• •		• •			3.27
1954-55		• •				••		8.56
1955-56	••	• •	••	••	••	••	•••	14.0 (Approximately

It is evident from the above that the share of the Power Department in the expenditure of the State is one of the largest, and the total expenditure on Public Works Department and Irrigation Department taken together exceeds the Power budget by only a few crores of rupees. That being so, it is of utmost importance to ensure that funds are utilized in the best possible manner. The year-wise figures of energy generated and sold are as follows:

Year						Units Produced	Units Sold
			· · · · · · · · · · · · · · · · · · ·	<del></del>	· · · · · · · · · · · · · · · · · · ·	KWH.	KWH.
1950-51	**	•••	-	••	••	20,05,71,755	15,45,41,941
1951-52	••	848	•••	••	••	21,86,95,860	16,96,43,236
1952-53	••	••	• •	••	••	22,99,22,690	17,45,23,178

Thus between 1950-51 and 1952-53, the total power generated was 64, 91, 96, 305 KWH, out of which units sold amount to 49, 87, 08, 355 KWH and the balance of 15, 04, 87, 950 KWH was lost. The percentage of unsold to sold units is 30 per cent. Out of 44, 86, 18, 550 KWH generated during the years 1951-52 and 1952-53 only 34,31,66,414 KWH were sold i.e. 10,44,52,136 KWH were lost. It is said that in the year 1951-52 pilot lights i.e., the electricity consumed by officers and staff in keeping an eye on the continuity of supply, consumed 15,781 units and 17,781 KWH were consumed in 1952-53, i.e., out of lost units of 34,41,66,414 KWH in the years 1951-52 and 1952-53, only 33,562 KWH used by pilot lights is accounted for and the remaining units are not accounted for. Computing the value of these units at the rate of annas four per unit, the loss to the State will work out at Rs.26 lakhs during the two years 1951-52 and 1952-53 alone. Thus it is clear that hundreds of thousands of units of energy generated are supplied to the departmental officers free of charge or lost in transmission. Moreover, units generated and distributed bear a small ratio to the installed capacity. This ratio in the case of Hydel grid was over 50 per cent in 1954. Sri A. C. Mukerji has suggested that the real state of things can be brought to light only by the appointment of a highpowered technical committee of persons not connected with the Electricity Department who will see to it that no waste takes place, that machinery is being put to the proper use, that the present installed capacity gives sufficient electric energy and that no leakage or wastage takes place.

Another loophole about this department is the defective system of accounting. The Estimates Committee have pointed out that the establishment charges in the Proforma Account have not been scientifically calculated. The present Sub-Committee have arrived at the conclusion that generation charges are not scientifically calculated either. It is admitted fact that rates of power supply in this State are much higher than those prevailing in other States, and it is apprehended that the generation charges from Rihand and Sarda Power Projects are bound to go up on account of the heavy capital expenditure. Unless a strict check on this expenditure is imposed, it would be futile to hope that those schemes will ever run on profitable or economical basis. The Sub-Committee, therefore, recommend that high-powered technical committee comprising persons not connected with the department may be appointed to examine the present progress in the working of the different projects whether complete or not and to find out what economy can be effected.

The Sub-Committee would also like to suggest that since Electricity Department is expanding very rapidly and is spending nearly as much as the Public Works Department and Irrigation Department put together the Electricity Department should have its own Secretariat with a separate officer to look after it. Earlier in this report, it has been recommended that Secretary of the Power Department should be a technical man, because it is believed, and not without sufficient reason, that many of the defects of this department have crept in due to lack of supervision and control which is understandably lax in the existing conditions.

A serious irregularity which has come to the notice of the Sub-Committee is that interest and depreciation charges on the assets of the commercial side of the department have not been calculated at a uniform rate in all sections. It appeared that depreciation is being calculated overall at the rate of 2 per cent whereas according to the Electricity Supply Act, 1948, which was passed on the basis of the recommendation of the Iyengar Committee appointed by the Government of India, depreciation should be calculated at a higher rate. That Committee had very carefully examined the entire set up of Power Schemes in the Country including Ganga Grid, Sarda System as also the Rihand and Jumuna projects. So far as the rate of depreciation is concerned, all the State Governments have to apply the rate laid down in the Act. Why this Government have not accepted the rate of depreciation of 3 per cent could not be appreciated by the Sub-Committee. There is a table appended to this Act laying down the number of years for which an electrical plant is expected to last. The Sub-Committee see no justification for rejection by the Electricity Department of these figures. According to this table the normal span of life of a Hydel Electric Plant is 35 years and that of Steam Electric Plant 25 years. The Sub-Committee fail to visualize how this State Government have fixed the life of the machinery of their Power Department but to them the assertion of the department that climatic and other conditions effect the life of a machine appears to be too far-fetched. It need hardly be added that such things have got to be decided after a very careful investigation and the fact that the expert calculations of the Government of India provisions of the Act were not accepted by the Electricity Department of this State. Government indicates that the department consider themselves far too wise to be governed by the opinion of others and will have no compunction in rejecting the report of Messrs. Merz and Mclellan. The Chief Engineer has informed t

The Hydel Manual has fixed the rate of interest charges on capital outlay as 3 per cent. The capital outlay on the Ganga Canal for the year ending March 31, 1952, is Rs.8.19 crores. On this amount interest charges are shown to be Rs.27,71,000 and depreciation charges Rs.12,32,000. If interest charges at the rate of 4 per cent which is the revised rate since last year, and depreciation charges at 3 per cent are calculated on the capital outlay, these charges would take away Rs.120.8 lakhs from the gross receipts of the department which was Rs.126.6 lakhs in the year 1951-52. It is thus clear that the net profit will not be more than Rs.6 lakhs on the whole of Ganga Project instead of Rs.22.27 lakhs as given by the department. The figures relating to the Sarda Projects have not been supplied to the Sub-Committee, and it is difficult to say that its accounts may also not be suffering from some defect.

It further appears that the whole budget of the Ganga Hydel system is balanced by a surcharge of 3.5 per cent. Secretary, Power Department, has stated that this surcharge was levied to save the Department from losses. So if the surcharge is withdrawn, the scheme will show heavy losses. This is an unenviable situation, which has got to be remedied because it is common knowledge that rates of power supply in the State are higher than those prevailing in other States. The rate chart submitted by the department shows that in Ganga Hydel Area, the rate of domestic supply is  $5\frac{1}{2}$  annas per unit as against 3 annas and 6 pies in Madras, 3 annas 10 pies in Punjab (India) and 4 annas in Mysore. For Agricultural purposes, our rate of power is  $15\frac{1}{2}$  pies per unit as against 9 pies in Madras and Travancore. It is clearly not possible to develop Agriculture with such a high rate of power supply. The reason for these high rates is not far to seek, as it is evident at the first sight that our working expenses are unduly heavy. The departmental representatives have admitted that the bill of working expenses has risen from Rs.60 lakhs to Rs.63.37 lakhs due to an overall increase in the general expenses and general management. The reason for the increase in general expenses has not been explained. But it is not difficult to discern that the rapid growth of officers and staff in this department can to a certain extent account for the rise in expenditure. It is also incontrovertible that there is a lot of waste. There is, therefore, a pressing need to bring down the charges in order to bring down the rate of power supply.

The Department will also have to set right its defective system of accounting. For instance, the excess of revenue receipts over working expenses as shown in the proforma account for the year ending March 31, 1952 is Rs.50,43,709. On the other hand, it is understood that the unrealized dues outstanding at the end of that year amount to Rs.34.59 lakhs. It means that 33 per cent of the amount of R.1.1 crores earned by supply of power remained unrealized. This is somewhat interesting. What is more interesting is that the outstanding unrealized dues at the beginning of the said year were Rs.24.48 lakhs only. Thus, the arrears increased instead of decreasing. To quote another instance, the capital outlay of the Ganga Grid in the year 1955-56 amounts to about Rs.13.4 crores on which interest charges are shown to be Rs.53.61 lakhs, which means a calculation at the rate of 3.5 per cent whereas the prescribed rate is 4 per cent. This shows that even the 4 per cent rate of interest is not being adhered to strictly. Such instances, which can be easily multiplied, do not speak well of the efficiency of the departmental accounts, and if it is desired that they should be set right, they need to be re-drawn in accordance with the requirements of the Electricity Act of 1948. It is also suggested that interest and depreciation charges should be uniform for all branches of the Electricity Department.

To sum up, the Sub-Committee feel that a saving to the extent indicated below can be effected by adopting the following measures:

Measures Economy

- 1. (a) Schemes are thoroughly revised and expert advice followed
- .. Rs. 2 crores in capital expenditure
- (b) Rihand Scheme should be thoroughly examined by experts and revised before tenders are called for. Merz and Mclellan should be asked to examine immediately.
- 2. Retrenchment of employees as suggested above .. .. Rs.10 lakhs.
- 3. Wasteful stocks are taken into account and disposed of ... Rs.50 lakhs.
- 4. A check is exercised over purchase and waste of energy, restriction of free supply is imposed, T. A. is controlled, installed capacity properly utilized and rates are allowed to remain at the existing level after reducing the cost of generation as suggested above ... Rs.50 lakhs.
- 5. No further appointment should be made.
- 6. An expert Committee as suggested by Sri Mukerji should be appointed.

The Sub-Committee feel that a total economy of Rs.3,10,00,000 will not be difficult to effect in the Electricity Department if bold steps are taken, if those responsible for wastage are suitably dealt with and a more rigorous control is enforced.

PARIPURNANAND VARMA, Convener, Economy Sub-Committee "D".

#### Report of the Sub-Committee "D" of Economy Committee

on

#### **EXCISE DEPARTMENT**

#### **Expenditure**

1. Figures of Gross and Net expenditure of the Excise Department since 1946-47 are given below:

Year							pen	diture (in- cluding ex- diture under the head "Cost of Opium" and o "Purchase of o wer Alcohol"	ture (excluding expenditure under the head "Cost of Opium" and
1946-47	••	••	••		••		••	Rs. 50,13,985	Rs. 11,35,874
1947-48	• •	••	••	••	••	••	••	51,27,753	14,05,594
1948-49	••	••	••	••	••	••	••	73,11,300	18,30,449
1949-50	••	••	••	••	• •	••	••	82,59,564	25,56,119
1950-51	••	••	••	••	••		••	79,01,599	20,09,009
1951-52	••	••		••	••		••	79,43,408	19,68,827
1952-53	••	• •		••	••	••	••	1,01,16,631	20,39,335
1953-44	• •		••	~5	- E	••	••	1,08,50,729	20,04,591
1954-55	••	••	••	GRE	黑白	••	••	89,38,560	20,91,598
1955-56	••	0.4	••			••	•••	1,08,33,821	21,20,544
1956-57	••	• •	••	STATE OF		••	••	1,08,41,400	24,29,500

The net expenditure of the Excise Department is incurred entirely on the enforcement staff and it rises or falls with the increase or decrease in the staff. Thus in the years 1947-48, 1948-49 and 1949-50, there were increases in expenditure on account of introduction of Prohibition Scheme and its extension in the State, which meant recruitment of additional Excise staff. In the year 1950-51, however, as a measure of economy, certain retrenchment of staff was effected and some excise staff was withdrawn from "Dry" districts. Hence the drop in expenditure in that year.

#### Staff

2. In 1947-48 there were only ten Assistant Excise Commissioners. Subsequently, due to expansion of Power Alcohol Scheme and the E.I.B. Section, the number of Assistant Excise Commissioners has risen in 1956-57 to 15. There are seven officers of the status of Assistant Excise Commissioner at the Headquarters (Allahabad) alone. The total number of Excise Inspectors on the enforcement staff is 353. Apart from the enforcement staff there is also a Publicity and Social Uplift (Prohibition) Section in the Department, which is directly controlled by the Excise Department of Government at the Headquarters (Lucknow). A statement (Appendix "A") is enclosed herewith, showing increases and decreases effected in the Excise Staff since 1947-48.

#### Excise Revenue

3. The expenditure on Excise staff in U. P. and its percentage to Excise revenue works out to Rs.20.04 lakhs and 3.3. respectively for the year 1953-54. These figures are less than those of neighbouring States of Bihar and West Bengal in the same year; the figures pertaining to which are given below:

State					]	Expenditure on Staff	Percentage of Expendi- tire to Revenue		
								Lakhs	Lakhs
West Bengal		••	••	••	••	••	••	23.03	3.92
Bihar	••	••	• •	••	••	••	••	24,17	4.6

For a full appreciating of the changes in Excise revenue in this State, a study of the figures from 1947-48 onward will be found useful and interesting. Receipts from the sale of motor spirit are included in the gross figures of Excess revenue but as the sale of motor spirit is undertaken on a no-profit no-loss basis, the receipts from this source have to be excluded from the gross Excise revenue in order to arrive at the figure of the net revenue. The relevant figures are as follows:

Year						•	Total Excise Revenue	receipts from sale of Motor spirit	Net Excise Revenue		
							(In lal	akhs of Rupees)			
1947-48	••		••	••	**		705.97	31.51	674.46		
1948-49		••	••	• •	••		652.82	45.05	607.77		
1949-50	••	• •	••	••	••		595.92	55.62	540.30		
1950-51	••		• •	••	••	••	650.06	57.86	592.74		
1951-52	• •	••		••	••		631.99	61.77	570.22		
1952-53			• •	••	••		596.88	83.20	513.68		
1953-54	••	••		••	••		578.04	92.84	485.20		
1954-55	• •	••	• •	••	• •		558.81	72.43	486.38		
1955-56	••		••	••	••		516.44	83.00	433.44		
1956-57 (esti	imates)						493.391	80.00	413.31		

As will be seen from this Statement, Excise revenue in U. P. has been going down, more or less consistently since 1947-48, the extent of the reduction between that year and 1956-57 being estimated at about Rs.2.6 crores. The number of districts declared "Dry" since 1947, in accordance with the Prohibition Policy of Government is indicated below showing also the Excise revenue accruing from such districts before they were so declared:

Total loss	of Ex	cise revenue
		Rs.
••	••	49,48,741
• •	••	63,34,661
••	••	26,28,734
Total	••	1.39,12,136
	·· ··	·· ·· ·· ·· ·· ·· ·· ·· ·· ·· ·· ·· ··

After 1949 no further additions were made to the list of Dry districts or towns but the policy of restricting consumption of intoxicants by undertaking extensive prohibition, publicity and propaganda and introducing various restrictive measures continued to be followed. In 1952-53, expenditure on the Prohibition staff amounted to Rs.2,35,083 while a sum of Rs.1,54,534 was spent on prohibition publicity. These activities are being intensified and in the current financial year an expenditure of Rs.3,17,400 on prohibition staff and Rs.3,27,200 on Prohibition publicity has been provided for.

In respect of Opium, the State Government have been following the All-India Policy which aims at stopping oral consumption of opium by March 31, 1959. In accordince with that policy the quota of opium fixed for the State has been progressively reduced, which has in turn resulted in a reduction in the revenue earned by the State Government from this commodity. Figures of the State quota of opium in the years 1952-53 onward, and the receipts from licence fee, duty, and total revenue derived from opium are given below:

Year					Quota	Licence fee	Duty	Total Revenue
		<del></del>		****	(Srs.)	(In	lakhs of	rupees)
1952-53	••	••	 	••	14,259	30.19	24.16	54.35
1953-54		••	 • •	.,	12,675	23:11	22.00	45.11
1954-55		••	 ••		10,562	21.41	34.56	55.97
1955-56		••	 		8,450	19.00	20.50	39.50
1956-57 (Est	imates)	••	 		6,337	1.26	24.02	25.28

Apart from the gradual reduction in the State's quota of opium, it has also been decided, in the recommendation of the Government of India that opium should henceforth be supplied only to registered addicts. This is bound further to depress the receipts from licence fee and Excise Duty.

Supply of "Charas" from Punjab to U. P. has totally been stopped for a number of years now and consequently no duty is derived therefrom. The sale of "Ganja" in the U. P. has also been totally abolished with effect from April 1, 1956 and hence no duty nor any licence fee on "Ganja" is now realized from that date. Oral consumption of Opium will also be completely stopped by

March 31, 1959 and hence the income from excise duty and licence fees on opium shops will also be nil after that date. The only exciseable commodities left for realising the Excise duty and licence fee etc. will then be:

- (a) Country spirits.
- (b) Country fermented liquors (Tari).
- (c) Malt liquors (Beer).
- (d) Wines and Spirits.
- (e) Denatured and Commercial spirits.
- (f) "Bhang" and Cocaine.

With the generally low-purchasing power of the public consuming drugs, liquors etc., general depression of revenue, natural calamities, e.g., floods, excessive rain-fall and droughts, and, above all, the intensive Prohibition publicity, the Excise revenue of the State Government is bound to receive a severe setback and it is anticipated that present revenue is likely to shrivel down to about half its total amount in two or three years' time. The Sub-Committee, therefore, consider it proper to warn the Government in good time to take a well-considered decision here and now whether to toe the line of the all-India policy by giving up a good portion of its Rs.6 crores-Excise income or to revert to its pre-1957 policy and thus to retain its appreciable income from Excise revenue which is so very necessary to finance the Development and Welfare Schemes in the next Five-Year Plan.

The Shriman Narayan Committee, it is understood, have suggested the introduction of complete Prohibition in all States in India by April 1, 1958. The Sub-Committee, however, have not been able to see how the loss of Revenue, consequent on the introduction of complete prohibition, is to be made up and they, therefore, recommend that the State Government may write to the Government of India, conveying their firm views on the Shriman Narayan Committee's report, to the effect that it will not be possible for State Government to introduce complete Prohibition in the State, Particularly, during the Second Plan perid, unless the Government of India agree to re-imburse the State Government to the full extent of the loss in Excise revenue and the additional expenditure which will have to be undertaken in enforcing prohibition.

Prohibition means loss in revenue and increase in expenditure. On the other hand, it is a debatable point whether the Prohibition policy is effective also. Illegal and illicit distillation has increased. People are taking spirit. Therefore, why should not the Government intensify its scheme of Publicity and Moral persuasion? However, it is a matter of High Government policy but the Committee feel that there should be no addition to the present list of "Dry" Districts.

#### Power Alcohol Scheme

4. The Power Alcohol Scheme was expanded considerably from the year 1950-51 onwards and the number of mixing Depots went up to 44 against 12 in the year 1947-48, vide Statement (Appendix "B") enclosed herewith. Twenty per cent of Power Alcohol is mixed with 80 per cent of petrol for use as "Motor Spirit" and the mixing operation is done under the direct supervision of the Excise Inspector. As far as practical, the local Excise Inspector on preventive duty looks to this work also. But in the big districts where the number of mixing Depots is two or three the Excise Inspector looks to the Power Alcohol work exclusively. There are five temporary posts of Excise Inspectors and as many Excise Peons for Power Alcohol work.

#### Molasses Scheme

5. The Excise Commissioner is the Controller of Molasses in U. P. under U. P. Molasses Control Act. There are 29 Sugar Mills, situated at the broad gauge railway line and 37 on the metre gauge. Total production of Molasses during 1955-56 was Rs.1,06,73,938 maunds, as against 96,18,006 maunds in the previous year. The total quantity of molasses supplied to 12 Power Alcohol Distilleries and seven Potable Distilleries was 62,38,610 maunds. Of this quantity the power alcohol at distilleries consumed 54,17,549 maunds while the consumption of molasses at the potable distilleries was 6,91,061 maunds. Out of the stocks available as surplus with sugar factories a quantity of 24,05,407 maunds was released in favour of sugar factories for disposal and the Government share on the sale of molasses was Rs.1,84,683 during the year 1955-56.

#### Expenditure and Receipts and Policy of Prohibition of Excise Department

6. Recommendations—I. The Sub-Committee considered that the expenditure of the Excise Department is mainly the expenditure incurred on the enforcement staff which is employed to safeguard the Excise Revenue at present to the tune of Rs.5 crores approximately. The entite budget of the Excise Department thus being devoted to the administrative expenses only, there appears to be little scope for economy in this Department. In fact, the policy of Prohibition which has created lot of unnecessary and complicated problems in the administration besides causing a heavy loss in excise revenue without achieving the purpose, namely, non-addiction to drugs and liquors, came in for criticism by the members of the Sub-Committee. The Sub-Committee considered that Prohibition has increased the number of illicit distillations, smuggling and, above all, the undesirable process of taxing the poor while the rich went scot-free in getting their supplies of drugs and liquors even in the "Dry" Districts. Thus, the Government are not only losing a substantial excise revenue from the so-called "Dry" districts but they are also faced with many administrative and law and order problems arising out of the policy of Prohibition. In the opinion of the Sub-Committee, the Prohibition policy has failed to achieve its desired objective and should be withdrawn as early as possible. In this connexion paragraph 3 of the Report may also be persued.

#### Reduction in number of A.E.C.s at Headquarters

(II) The number of Assistant Excise Commissioners [including the Personal Assistant and the Technical Officer, whose status is the same as that of Assistant Excise Commissioner at the Headquarters of the Excise Commissioner (Allahabad) ] is 7. The Sub-Committee felt that at least one post could certainly be reduced and the reduced officer could easily be absorbed in any other capacity by displacing a member of temporary staff in the chain of arrangements.

#### Transfer of Molasses Control Work to Industries Department

- (III) The next question considered was whether it could be possible to hand over the control of molasses and its production and consumption to the Industries Department, which needed one A.E.C. to look after the whole work. Since, however, the work of Molasses and the production of Power Alcohol were very intimately connected, handing over the work of molasses to the Industries Department would create fresh problems. The proposal for the transfer of the work was not considered feasible.
- (IV) If the alcohol is allowed to pass out of the distillery without control, in the changed circumstances, it would affect the Prohibition policy of the State. Control could only be effected by an agency which had powers to check it. These powers were with the Excise Department under the Excise Act and Prohibition Rules, i.e., it was necessary that the production of alcohol should be under the Excise Department. Molasses is the basic raw material used for making alcohol. In fact, n Bombay, Molasses and "Makawa", two basic raw materials, are also controlled by the Prohibition Department, there is no Excise Department in Bombay. All such raw materials, easily available, should be controlled by the Excise Department and unless it is done, there is always possibility of illicit distillation on a large scale and misuse of alcohol. For the production of alcohol, Government need continuous supply of molasses and for that purpose Government control the molasses under the Molasses Control Act and maintain a regular supply of molasses to the distillery concerned. The molasses that is surplus for the production is released for general trade. Government control on the molasses was only for its supply to the distillery.

#### Making temporary Excise Staff permanent

(V) The question of making the temporary staff permanent next engaged the attention of the Sub-Committee. It is represented by the Excise Commissioner before the Sub-Committee that a fairly large number of Excise Inspectors and Excise Peons are serving in temporary capacity for the last few years. In order to eliminate corrupt practices, to plug leakage of Excise revenue and to infuse a sense of security and thus make for efficiency on the part of the Excise staff, the Sub-Committee considered that the question of making temporary staff permanent should be taken up by the Government as soon as possible and all such employees who are in Government service for the last five years be made permanent.

# Transfer of Publicity and Social Uplift (Prohibition) Work to the Social Welfare Department of Government

(VI) Publicity and Social Uplift (Prohibition) Scheme—The Deputy Secretary to Government in the Industries and Excise Department, who controls the expenditure under the Publicity and Social Uplift (Prohibition) Schemes informed the Sub-Committee that the Excise Commissioner has now also been appointed as ex officio Commissioner for Prohibition. The Sub-Committee were also informed that no additional staff and expenditure will be involved by transferring the control of Publicity and Social Uplift staff to the Excise Commissioner. The Sub-Committee were further told that there has been no decrease in the number of intoxicants, liquor shops etc. in the wet districts as a result of the Publicity and Social Uplift (Prohibition) Policy of Government. What the publicity officers actually do is confined to the field of those communities which are largely addicted to drinking, by creating in them the conscientious and moral value of Prohibition. The Sub-Committee learnt that in 1954 a survey was carried out by the Excise Department in only "Dry" Districts. The purpose of the survey was to assess the effect of Prohibition in these districts and also the effect of Publicity and Prohibition programme of the Government in those districts and also the effect of Publicity and Prohibition programme of the Government in those districts. The Department had no objection to the transfer of the control of Publicity Officers to the Social Welfare Department. The Sub-Committee, therefore, recommended that the question of transferring the Publicity Officers and their staff and expenditure (Rs.2,42,300) from the Excise Department to the Social Welfare Department may be examined and implemented by Government. It would be impossible to expect the Prohibition Officers and the Excise Officers to have the same out-look in work. Both have different approaches. The latter wants to increase Revenue. On the other hand, Social Welfare Officers and the Prohibition Officers be given more work.

#### Special Pays and Compensatory Allowances in the Department

(VII) The Sub-Committee scrutinized the various "special pays" and "allowances" attached to the posts in the Department. The "allowances", mostly compensatory in nature, seemed to be justified. But the Special Pay, particularly of the Assistant Excise Commissioners, at Rs.100 per month, vide Appendix "C", did not appear to be warranted even on merits. The Sub-Committee considered that the special pays were odious and make for inefficiency everywhere and should be abolished completely.

To summarise the recommendations:

- (1) No further expansion of the "Dry Districts".
- (2) Transfer of the "Prohibition Publicity Officers" to the Social Welfare Department and they should have more work to do in Social Welfare Ministry.

- (3) Abolition of the Special Pay to Assistant Excise Commissioners.
- (4) Abolition of one post of Assistant Excise Commissioner.
- (5) No more recruitment to the Excise Department. But these who are serving the Department for more than five years be made permanent.
- (6) Bonus or Rewards be given on increased income from Excise contracts.
- (7) An average increase by Government order of five per cent on the present contracts from Excise sales. Although the highest bidder gets the contract, the same person obtains licences in different names in the same town. As soon as the contract is closed, a five per cent extra be charged from the licence-holder.
- (8) Excise Commissioner may have greater control over the Police in "Dry areas" by being authorized to supervise their work.
- (9) Financial implication of the Recommendations would be:

Rs.

17,400 Abolition of special pay.

10,000 Retrenchment of one Assistant Commissioner.

2,42,000 Transfer of the provision for 'Publicity and Social Uplift (Prohibition)' from Excise to Social Welfare budget and Prohibition Officers to work for Social Welfare Ministry and no further recruitment made there.

2,69,400 per year.

Increase in Income Rs.25 lakhs.

Decrease in Expenditure Rs.2,69,400 per annum.

PARIPURNANAND VARMA, Convener, Sub-Committee "D" of Economy Committee.

APPENDIX "A"

Statement showing details of the staff increased or decreased.

Year		Staff increased	Staff retrenched									
		Gazetted Officers	I	E.Is.	Clerks	Peons	Research Assistants		E.Is.	Clerks	Peons	Research Assistants
1947-48	•••	1 (A.E.C.) Prohibition	•••	17	4	358			••			•
1948-49		Two Superintendent Excise		22	2	372		••	٠.			
1949-50	••	Three Control Laboratory	••	8	6 · 1	132 5	i.	one Supdt. Excise	47	••	764•	•
1950-51		••			••	60						
951-52		one A.E.C (M)		3	4	7			••			••
1952-53		••		5		5						
1953-54	••	One (A.E.C. E.I.B.)	. 2	+9 )	4.8-	-16 20		3**	11	i֥	57 5••	ï••

<sup>•</sup>Retrenched with effect from January 3, 1950

APPENDIX "B"

Statement showing number of Mixing Depots and Production of Power Alcohol

	No. of Mixing	Production of Dehydra-	Production of weaker	Distribution	on of Power	Total issues		
Year	Depots in U. P.	ted Alcohol in Bulk gallons	spirit in bull	Issued for admixure in U. P.	Issued for sale as Neat	Issued outside U.P.	- Total issues made	Remarks
1947-48	12	21,31,704	22,14,834	2,68,614	18,54,794	••	1	The total in the printed Annual Report for 1948-49 is wrong.
1948-49	13	28,35,659	16,77,624	9,91,323	19,70,565	• •	29,61,888	is widig.
1949-50	20	34,85,336	10,18,533	17,43,255	13,58,979	3,38,261	34,40,495	
1950-51	27	43,12,176	11,02,553	23,30,693.6	3,73,376	12,11,129	40,15,198.6	
1951-52	42	52,34,025	17,05,998	29,53,230	51,786	18,96,944	40,01,960	
1952-53	42	62,11,896.3	12,60,772.6	39,44,245.3	206	20,56,595,1	60,01,096.4	
1953-54	44	68,32,368.3	13,47,649.9	41,51,249.4	63.5	29,63,531	61,14,843.9	

<sup>+15,00,000</sup> Increase in Excise revenue by 5 per cent addition to the contracted Excise Shops.

<sup>+10,00,000</sup> Additional income by making temporary staff permanent and getting more revenue from them.

<sup>\*\*</sup>Withdrawn with offect form February 15, 1954.

#### APPENDIX "C"

### The following posts carry special Pay in the Excise Department

				(R	upees per	mensem)
1.	Personal Assistant to Excise Commissioner		• •		••	50
2.	Assistant Excise Commissioner (Distribution)			• •		100
3.	Assistant Excise Commissioner (Production)		••			50
4.	Excise Inspector, Power Alcohol Depot, Haldwani	• •	••		• •	3 9
5.	Assistant Superintendent, Head Office, (Permanent)	••			••	30
6.	Assistant Superintendent, Head Office, (Temporary)		• •		• •	30

#### FINANCE DEPARTMENT

The Sub-Committee scrutinized the expenditure of the Finance Department of the Secretariat other departments subordinate to them and made the following recommendations:

- (1) The Commissioner for Financial Affairs, is also the Director of the Government Cement Factory, Churk and the Chairman of the Industrial Finance Corporation recently set up by the U.P. Government with their headquartes at Kanpur. But in actual practice, most of the work that the Commissioner Finance does is in relation to the Government Cement Factory, which is a business concern. At present the salary of the Commissioner for Financial Affairs is debited to the Secretariat budget, and it is somewhat anomalous, because, in the opinion of the Sub-Committee, the Government Cement Factory which occupies most of the time and attention of this officer, should not be allowed to escape the responsibility to pay the salary of its Director. The Sub-Committee feel that purely from the point of view of accounting, and for a correct appraisal of the financial effect of the Cement Factory, as a commercial undertaking, it is desirable, nay imperative, that the salary of the Director should be charged to the factory budget. The Sub-Committee, therefore, recommend that the salary of the Commissioner for Financial Affairs, who is also the Director of the Cement Factory, should be met from the factory budget and not from the Secretariat budget, because he does very little work of the Finance Secretariat.
- (2) It has been brought to the notice of the Sub-Committee that the number of officers in the Finance Department has increased since 1950. It is reported that the posts of one Deputy Secretary, three Assistant Secretaries and three officers on Special Duty have been newly created. The Sub-Committee are also informed that these additional posts were created to cope with the increased volume of work in the Finance Department as a result of the ever expanding activities of Government and the taking over by the department of additional responsibilities in regard to the Audit of the accounts of Panchayats and Co-operative Societies. The Sub-Committee are satisfied with the justification given for the creation of the additional posts.
- So far as the posts of officers on Special Duty are concerned it is said that these posts have been created for special work, and that these will be retrenched when the work for which they were created is over. If that is so, there can be little objection to the creation of such posts, because the Sub-Committee feel that the necessity for such posts will always arise whenever any work of special nature exists. For instance, there is a post of Officer on Special Duty which has been sanctioned solely for the work in connection with the Economy Committee, and it is gratifying to note that he has highly impressed with his deligence and ability. Of the remaining two Officers on Special duty, one is looking after the work of prompt disposal of pension cases and the other is looking after the work in connection with the budgeting and resources of the Five-Year Plan. Both these posts are, more or less, indispensable and the Sub-Committee have no objection to their continuance.
- The Sub-Committee are also satisfied that the work-load with the Finance Department amply justifies the maintenance of the present complement of the staff and that no reduction is possible. It also feels that the payment of honoraria for the strenuous work done by 18 assistants of the Department in connection with the preparation of the budget during the last quarter of the financial year, is by no means undesirable or unreasonable because it is considered that the pressure of work during the period referred to above is so heavy and exacting that unless some extra payment is made to them, it would not be proper to expect them to work for more than 18 hours a day at a stretch for about a fortnight.
- (3) The Sub-Committee feel that there should be a greater co-ordination of the Financial activities of the Government. The first step that the Sub-Committee recommend in this connection is the transfer to the Finance Department of the work relating to entertainment and betting taxes, which is at present being done in the General Secretariat and the consequent retrenchment of the post of Deputy Secretary in the General Secretariat in case the latter officer is looking after this work alone, without any other work in his charge, because it is considered that the work relating to entertainment tax should be taken up by the Finance Department instead of a department in the General Secretariat. The Sub-Committee consider that the Finance Department should take over this work without adding any post of Deputy Secretary in their department. This suggestion has the double merit of yielding an economy of about Rs.25,000 a year and at the same time resulting in greater co-ordination of the financial activities.

- (4) The Sub-Committee have also considered the question of separation of audit from accounts. It is reported that the Government of India have already accepted the principle of separation and have introduced the system in two ministries. So far as the question of adoption of that system by the U. P. Government is concerned, the Sub-Committee learn that the State Government would be prepared to give it a trial provided the Central Government foot the bill of the extra expenditure that will be involved in it. It is estimated that the additional expenditure will be well above Rs.50 lakhs which is a huge amount, considering everything, the Sub-Committee feel that for greater efficiency in work, proper checking of accounts and proper handling of the matters relating to the Finance Department, it is imperative to separate audit from accounts, because the existing system of combining the accounts and audit leads to delays and lends itself to inefficient working. The Sub-Committee are aware that by separation of these functions approximately, 50 per cent of the staff and officers of the office of the Accountant General will have to be transferred under the Finance Department, which means a heavy burden on the financial resources of the State Government. To lighten this burden the Sub-Committee suggest that the Government of India, whose expenditure will be correspondingly reduced, may be approached to share at least 50 per cent of the expenditure that may have to be incurred by the State Government over the maintenance of the staff of the Accountant General's office. The Sub-Committee are also informed that the Government of India are already experimenting on the scheme by introducing it in one or two of their ministries. The Sub-Committee would, therefore, suggest that the Government of India may be requested to apprise the State Government of their final decision in the matter as soon as possible so that the Accountant General could be relieved of his responsibility to maintain the accounts and the new system introduced even if it means an additional burden to the State Government, because in the long run this would bring about greater efficiency in the functioning of all Government Departments.
- (5) The Sub-Committee recommend the system of appointment of Financial Advisers to different departments, one to be attached to every department to control the expendiditure, because the Sub-Committee are convinced that a great deal of public money is being wasted due to the fact that the Accounts Officers of the Financee Department wherever, they are attached to other departments are neither sufficiently trained for the job nor do they enjoy the status in which they could effectively control the finances of their respective departments. For all practical purposes, they become subservient to the Head of Department, with the result that they cannot perform their duties effectively. It is the feeling of the Sub-Committee that if these Financial Advisers justify their position and discharge their functions in the manner they are expected to do, much of the work of scrutiny done in the Finance Department of the Secretariat will be avoided. The Sub-Committee, therefore, strongly recommend that an Officer of the rank of Deputy Secretary or Joint Secretary should be attached to department spending more than crore of rupees a year to advise regarding the methods of checking and controlling the expenditure of the department. It will also be necessary to impart suitable training to such officers before they could effectively and efficiently discharge the duties to be entrusted to them. It is suggested in this connection that about 18 months' training of the Financial Advisers in the Finance Department would be sufficient. On a rough estimate the cost of pay and allowances of these officers and their staff will come to Rs.2,50,000. This additional expenditure will, in the opinion of the Sub-Committee, be more than compensated, because if the scheme works successfully, as it should, Government will save no less than Rs.25 lakhs a year through a more effective check on wastage of public money.
- (6) The Sub-Committee further recommend that to look after the work of these Financial Advisors, the Finance Department should have separate officers of the rank of at least Deputy Secretary.
- (7) The Sub-Committee have examined the notes submitted to it by Sri A. N. Jha, Chief Secretary to Government and Sri S. D. Bajpai, a member of the Sub-Committee, which place great emphasis on delegation of powers. On this point, the Committee have been informed that the question of delegation of powers has been examined at great length and comprehensive orders are going to be issued very shortly, which will leave very little to be desired by the departments who allege delays, delaying tactics or undue interference by the Finance Department. The Sub-Committee accordingly feel that they need not make any recommendation in this regard as the matter is already under the active consideration of Government. They are, however, of the opinion that after suitable delegations of powers have been made, the Finance Department will not require the present complement of staff and they should be able to manage with only 66 Upper Division Assistants as against 77 Upper Division Assistants at present. The Sub-Committee would, however, arge that the retrenchment of the surplus staff should be without tears, and for this purpose they would suggest that no new appointments be made for sometime to come till the extra hands are suitably provided for.
- The Chief Secretary has suggested in his note referred to above, that the British System under which each Ministry is told by the Treasury what the next year's allotment to that Ministry is going to be and then it is left free to prepare its budget and sanction schemes within the overall limit without reference to the Treasury, should be adopted in this State. It was further suggested that by the end of June every year different

departments of Government should intimate their requirements to the Finance Department who should indicate certain rough allocations to be placed at the disposal of each department with due regard to the overall limit. It was also suggested that the heads of departments may be allowed power to re-appropriate funds between major and minor heads. On a thorough examination of the various aspects of the above suggestions, the Sub-Committee have arrived at the conclusion that the proposed changes as indicated above are not workable. The Sub-Committee agree with the Chief Secretary that decentralization of work and wider delegation of powers are essential for the smooth working of an organization, but as this question is already under the consideration of Government, the Sub-Committee refrain from making any recommendations.

- (8) The Sub-Committee look with disfavour the system of making ad hoc cuts by the Finance Department which is responsible for the present tendency among almost all the departments to keep sufficient margin for such cuts while framing their budget proposals which are intentionally inflated. This has to be avoided. It is also suggested that administrative departments and the Finance Department should not indulge in unnecessary correspondence or protracted noting in connection with the scrutiny of new proposals. The Finance Department are, however, advised to keep a stricter control and exercise greater vigilance over contingent expenditure because this is an item of expenditure which is apt to be misused by most of the spending officers.
- (9) The question of changing the present pattern of financial year was also taken up, and it was indicated that it was a matter for the Government of India, to decide. The opinion of the Sub-Committee, however, is that no change in this respect is warranted.
- (10) Lastly the Sub-Committee strongly feel that the present Inspectorate of Offices are not capable of performing their duties properly and the factors responsible for this are, firstly, that the head of this department is required to look to the work of other departments also. Secondly, the inspecting staft does not contain the right type of staff. At present the source of recruitment for Inspectorate of Offices is the Collectorate. Moreover, the meagre strength of the Inspectorate is inadequate to carry out frequent inspections of offices, with the result that the chance of an office for inspection comes once in two to three years. This state of affairs is evidently unsatisfactory. The Sub-Committee consider it to be an unsatisfactory arrangement if, in accordance with the recommendations of the Disciplinary Proceedings Committee the Inspectorate were to be transferred from Finance Department to the administrative control of the Chief Secretary, because most of the inspection work relates to financial matters. To improve the existing condition, the Sub-Committee consider that the Chief Inspector of Offices should not be an officer of a rank lower than that of a Member of the Board of Revenue or that of the senior-most District Magistrate. Secondly the Chief Inspectorate of Offices should continue to work under the administrative control of the Finance Department. Thirdly, a suitable cadre of Inspector of Offices should be created and the source of their recruitment should not be the collectorate. The Inspectors should be required to inspect every office at least twice a year. For this purpose, the Sub-Committee consider that the number of inspectors will have to be increased by at least about a dozen, and the additional cost on this item would be Rs.2,50,000. But this additional expenditure will help Government in saving about Rs.15 to 20 lakhs a year through more effective and thorough inspections.

#### Summary of Recommendations

- 1. Transfer of the provision for the post of Commissioner for Financial Affairs-cum-Director of Jovernment Coment Factory from the Secretariat to the Factory budget.
- 2. Maintenance of existing strength of officers and staft in the Finance Department and continuance of the existing practice of payment of honoraria to staft associated with the preparation of annual budget.
- 3. Adoption of certain measures with a view to achieving a greater co-ordination of the Financial activities of the Government.
- 4. Desirability of taking certain steps with a view to bringing about the separation of audit from accounts as early as possible.
  - 5. Introduction of a scheme for the appointment of Financial Advisers to each department.
- 6. Appointment of an extra Deputy Secretary in the Finance Department to look after the work of Financial Advisers in the event of implementation of the scheme mentioned at item 5 above.
- 7. Retrenchment of certain staff in the Finance Department in the event of implementation of the scheme for delegation of more powers to subordinate authorities.
  - 8. Need for a greater vigilance by the Finance Department over contingent expenditure.
  - 9. No change in the present pattern of financial year.
  - 10. Reorganization of the Inspectorate of Offices with a view to increasing its efficiency.

#### Report of the Sub-Committee "D" of Economy Committee on Food and Civil Supplies Department

1. This department, which was originally allotted to Sub-Committee "A" of which Sri Siddiq Hasan, I.C.s., is Convenor, was transferred to Sub-Committee "D" only three or four months back. In order to gain first hand knowledge of the working of the department, the Convenor, along with Sri R. C. Chatterji, Assistant Secretary to U. P. Government, Finance Department, visited the regional headquarters at Meerut and Gorakhpur. Further a meeting of the Sub-Committee was held in the office of the Regional Food Controller, Lucknow, in the month of November, 1956 to hold discussions with the officers concerned in order to ascertain the strength of staff and the expensive expenditure involved and the position regarding the work-load of this department. The Convenor visited the District Supply Officer's office in Varanasi twice and that has helped us in assessing the present position.

#### **Expenditure**

2. Two statements showing the expenditure under the Heads "63—Extraordinary Charges and "85—A—Capital Outlay" incurred from 1947-48 up to date are attached herewith as Appendix "A". The expenditure under "63—Extra ordinary Charges" represents the cost of staff employed in the procurement of Foodgrains and enforcement of various control measures, that under "85—A—Capital Outlay etc." represents the cost of food grains and other commodities purchased for the State purposes. The policy regarding the supply of foodgrains and other essential commodities has been changing from time to time and on account of its uncertain character, the extent of expenditure has tended to vary from year to year. In July 1954 the Administrative Department had reported that the Food and Civil Supplies Organization of this State was already in the process of liquidation and thus out of the total staff of about 12,000 persons, employed at the peak time, there were only about 2,500 men retained at that time. Further measures for a drastic reduction in staff and expenditure were contemplated in view of the intention of Government to wind up the organization as soon as possible. The position, however, changed materially due to a series of natural calamities viz. threatened slump in agricultural prices, followed in quick succession by drought, heavy rainfall, extensive floods, and these conditions were repeated in 1954—56. This necessitated not only the retention of the nucleus staff of the Food and Civil Supplies Organization but also appointment of additional staff first in connection with the Price-support scheme and then arrangements for the sale of Government Wheat through a network of Fair-price Shops.

The cost of staff engaged under this Price-support Scheme in 1954-55 is recoverable from the Government of India and it amounts to Rs.8,01,000.

The expenditure statement under "85—A—Capital Outlay etc." appended to this report, will show how the policy of food controls has changed recently. The budget estimates for purpose of foodgrains for 1955-56 was Rs.10,00,000 only, while the budget estimate for 1956-57 (current year) for the same purpose amounts to Rs.3,89,66,000.

The Sub-Committee are concerned with the following items in the expenditure statement under "63—Extra-ordinary charges".

- (a) Supplies
- (b) Distribution of Food rationing.
- (c) Iron, Steel and Cement Control.
- (d) Administration of Rent Control and allied Acts..

The total provision under all these four items amounts to Rs.38,12,500 in the current financial year.

The strength of the staff of officers and establishment and the current year's budget estimates are contained in the statement in Appendix "B".

#### Staff and Purchases of Foodgrains in each Region

3. The statement in Appendix "C" gives such particulars as the number of staff, annual expenditure, supplies received from the Government of India and local purchases under the Price-support scheme in each of the four regions of U.P. The strength of staff (gazetted and non-gazetted) in Meerut region is 197, in Gorakhpur 151, in Lucknow region 210 and in Kanpur Region 171. The annual cost of the staff amounted to Rs.3,32,776 in Meerut Region, Rs.2,70,090 in Gorakhpur Region, Rs.3,50,963 in Lucknow Region and Rs.3,06,174 in Kanpur Region. The following local purchases were made in 1955-56 under the Price support scheme—

Region							Maunds	Cost Rs.
Mecrut		••	••	• •	• •		4,79,131	52,10,550
Gorakhpur	• •	• •	• •	••		••	45,817	4,97,949
Lucknow	••	• •	• •	••	••	••	6,27,468	63,52,939
Kanpur				••	••	••	6,83,044	57,89,059

As for 1956-57 Meerut Region has no programme for purchase of foodgrains nor was any procurement of food contemplated in the current year; Gorakhpur Region purchased 4,935 maunds of Gram, 3,790 maunds of Barley costing Rs.83,460; Lucknow purchased 3,218 maunds costing Rs.28,493, Kanpur purchases had been nearly nil till 15th December, 1956.

The staff mentioned above is separate and distinct from the staff employed under the Iron and Steel Control scheme as also from that employed under the administration of Rent Control scheme. The details of staff employed under the Iron and Steel Controller at Kanpur are given in statement Appendix "D". The annual expenditure under the Iron and Steel Control scheme is Rs.1,96,000 while the annual cost incurred on administration of Rent Control scheme amounts to Rs.2,52,500.

#### Amalgamation of the Staff of Provincial Iron and Steel Controller at Kanpur with the Headquarters Secretariat Staff

4. In order to effect an appreciable economy in the departmental expenditure as well as to infuse efficiency and promptness of work in so far as the administration of Iron and Steel Control scheme is concerned, the Sub-Committee consulted the Director of Industries, who is also the Provincial Iron and Steel Controller, as well as the representatives of Food and Civil Supplies Department in the Secretariat and explored the possibility of amalgamating the office of the Iron and Steel Controller with the Food and Civil Supplies Department at the Secretariat level. The Sub-Committee, however, were not successful in persuading the officers concerned who took up the attitude that such an amalgamation was not a feasible proposition. The Sub-Committee, however, were not quite convinced that the amalgamation of the two offices in question, is not feasible, particularly in view of the fact that Director of Industries has undoubtedly a heavy charge and cannot devote personal and efficient attention to the desired extent. The Commissioner, Food and Civil Supplies, was requested to favour the Sub-Committee with his comments. In view of the comments furnished to the Sub-Committee, vide Appendix "G" the Sub-Committee finally agreed not to pursue this economy proposal.

#### Reductions of the Price Support Scheme Staff

5. In the opinion of the Sub-Committee, the staff (gazetted and non-gazetted) in all the four Regions as well as at the Headquarters of the Government, in connection with foodgrains and other control measures, appeared to be rather excessive and some reduction is called for in the present strength in order to discourage the tendency of the Department to ask for additional staff whenever there is the slightest occasion for doing so. We know that even at present there is a demand from the Districts and Regional offices for increase in the present strength of the staff.

We do not submit that all the officers concerned are asking for more staff simply for the sake of giving additional employment. It may be that in several places additional strength is needed. But we have to judge the whole matter in a very sympathetic way. We have to suggest certain changes in the present method of working by which additional strength may not be required and the work would also not suffer.

A nucleus staff will be needed but whether the strength prevailing in July, 1954 can be achieved, it is not possible to judge just now. Unless conditions materially change and foodgrain position improves, no final verdict can be given.

We have to consider the case of the additional staff employed on account of Price-support Scheme of the Government of India, which has been continued up till now and is proposed to be continued in future. At present we have to distribute wheat to the extent of 40,000 tons per month.

The Government of India made allotments of 27,500 tons of wheat in November, 1956. It was 48,500 tons in December, 1956 and 40,000 tons in January, 1957. Apart from this there is a direct release from central storage which is usually 10,000 tons or so. The quantity of imported wheat issued to towns other than KAVAL towns and KAVAL towns is given below:

#### Imported wheat issued to towns other than KAVAL towns

October, 1956				••	••	••	Tons 10,352
November, 1956	• •		• •				20,441
December, 1956		••	••	• •	••	• •	29,000
					Total	••	59,793
		Issues i	n KAVAI	L towns			-
October, 1956	••	• •					<b>9,</b> 387
November, 1956		• •		• •		• •	10,774
December, 1956	• •	••	••		••	••	14,638
					Total	• •	34,799

Thus, average per month for non-KAVAL towns comes to 19,931 tons. Thus, it is apparent that food position is quite serious in our State. So far as our information goes, it is rather precarious. The Government of India makes its allotments on the basis of its procurement. Therefore, no one knows what would be the position in the next month. Under such unstable conditions, additional staff shall have to be maintained for the time being. It is true that after the disbandment of Price support scheme staff in all the four regions and at the Headquarters in the Secretariat, there may be some economy in the long run. But, when and how it would be possible, cannot be very correctly assessed just now.

#### Reduction in the Regular Staff of F. & C. S. Organization

- 6. (i) Marketing Staff—It transpired in the meetings of the Sub-Committee which departmental officers also attended, that there were no hard and fast criteria for judging the strength of the staff in the Food and Civil Supplies Organization. On the basis of past experience, however, the R. F. Cs. demand one post of Senior Marketing Inspector for supervision and handling of more than 20,000 maunds of foodgrains and the number of subordinate staff required in Regions depends on the number of working centres and the quantum of supplies. The number of working centres and the quantity of foodgrains purchased, even if the supplies received from the Government of India are taken into account, and supplies in the last two or three years have not justified the retention of the large army of Food and Civil Supplies staff in the Uttar Pradesh, and the Sub-Committee were definitely of the opinion that as soon as the abnormal conditions created by the recent floods, etc. have eased one-third of the entire staff could be disbanded without detriment to the interests of the Government work. But, conditions being what they are we would not suggest any such step in the name of economy which would jeopardise the interests of the State. Temporary or seasonal staff in Marketing or Purchasing Department is apt to to be corrupt and lakhs of rupees of the Tax-payer may be lost. Therefore, a nucleus staff shall always have to be maintained and it should not be more than two-third of the present strength. Reduction by one-third would mean an effective economy of Rs.50,000 per annum. The Sub-Committee requested the Secretary, Food and Civil Supplies Department, to furnish his comments on this proposal. The comments were carefully studied by the Sub-Committee and they came to the conclusion that it would not be feasible to implement the proposal at this stage.
- (ii) Making temporary staff permanent—The Department continues to be on temporary basis since its inception in 1942-43 and the majority of the staff also continues to be temporary, excepting those who are on deputation from other departments. The departmental officers were of the opinion that if the temporary staff were made permanent, the output of work will increase. There is no denying the fact that the District offices of Food and Civil Supplies Department have not created that respect and confidence for themselves which is expected of them. By giving security of service to at least 50 per cent of the staff, the Government will get better work and greater efficiency from them and it would be easier to ask the department itself to weed out the surplus staff. We propose that at least 20 per cent of the staff can be reduced. It would mean an economy of Rs.4,00,000 per annum.
- (iii) Reduction of one Region—In the beginning, the State was divided in six Regions for purposes of supply and distribution of foodgrains. But now there are four Regions, viz. Lucknow, Kanpur, Meerut and Gorakhpur each under the overall supervision of a Regional Food Controller, Regional Marketing Officers, and Regional Accounts Officers, who have their offices at the head-quarters of the Regions. The Sub-Committee very carefully examined the possibility to reduce at least one Region either by amalgamating any two Regions into one or by reallocation of the work among the contiguous regions. The Regional Food Controllers of Gorakhpur and Lucknow opposed such a reduction or amalgamation. The Department's representatives were also opposed to such reductions. The Sub-Committee were told that Sri P. A. Gopalakrishanan, I.C.s., who was Commissioner and Secretary, Food and Civil Supplies in 1950-51, had contemplated such a reduction in the existing number of regions, but that he came to the conclusion that it would not be free from risk to do so. The Sub-Committee, however, considered that since the situation obtaining in 1950-51 has now materially changed, it would be worthwhile to re-examine the question of reducing the present number of Regions from four to three, by either amalgamating the contiguous regions of Lucknow and Kanpur or by reallocation of the working centres of Lucknow to Meerut (e.g. hill centres may go to Meerut) and vice versa (e.g. Agra coming to Lucknow) and similar reallocation between other Regions, e.g., by reducing the Gorakhpur Region, eleven towns covered by it be allocated to Lucknow and Kanpur regions. The Sub-Committee would recommend that Government may take up this question and reduce the number of Regions to three. The Central Government has set up its own machinery for deliveries, etc. and we can take advantage of such offices by proper linking of our work. The economy that will be effected thus would amount to anything between Rs.50,000 to Rs.1,00,000 per annum by doing away with t
- (iv) Secretariat Staff—The total number of Secretariat Staff in Food and Civil Supplies Departments is 126, the annual cost thereon being Rs.4,19,549/11/-. Here, too, one-third of the additional staff employed for Price-support scheme may be done away with whenever the Price-support scheme is given up. The staff at headquarters attached to the State Marketing Officers seems to be unnecessary and should be reduced and personnel absorbed, if necessary, in the regions. The Sub-Committee invited the comments of the Commissioner, Food and Civil Supplies, and on going through his comments (vide Appendix "G"), and after consultation with the representative officer of the Department, agreed that the economy proposal made in this paragraph need not be implemented for the present. The duties and justification for the post of the Public Relations Officer, Sri Krishna Pratap, were however, not clear to the Sub-Committee and they recommend that the post should be retrenched in order to avoid public criticism about the top-heavy cost of administration of the Food and Civil Supplies Organization. The Economy that would result will be Rs.27,000 per annum.
- (v) District Supply Officer/Town Rationing Officer, Rent Control and Eviction Officers and their Staff in districts—The entire staff, including the 51 gazetted officers holding the posts of District Supply Officer/Town Rationing Officer in each district and five Deputy Town Rationing Officers in the KAVAL towns (designated Rent Control and Eviction Officers) is continuing on a

temporary basis since the inception of the Food and Civil Supplies Organization in 1942-43. The average number of total receipts and despatches of letter in a week in the District Supply Office/Town Rationing Officer's Office at Lucknow, Gorakhpur and Varanasi in 1955-56 were as indicated below

					Receipts De	espatches	Total
1.	Lucknow	 ••	 ••	 • •	1,335	800	2,135
2.	Gorakhpur	••	 • •	 ••	74	11	85
3.	Varanasi	 ••	 	 	90	56	146

The Sub-Committee has taken pains to scrutinize the work in the office of District Supply Offices/Town Rationing Offices and those of the Rent Control and Eviction Offices and has also contacted the public in order to ascertain their reaction, their output, particularly by the Rent Control and Eviction Officers. It has been found that there is neither satisfaction nor confidence in the Rent Control and Eviction Offices. The work of allotment for Government offices in the towns all over the State may be left to the care of the District Supply Officer and he would do the judicial work also. We would have suggested the transfer of such duties to Executive Officers, but that would be disturbing the arrangements without any advantage.

The post of the Rent Control and Eviction Officer and his staff in all the KAVAL towns and elsewhere would thus be retrenched. The Office work in connection with the administration of Rent Control Act could easily be performed by the District Supply Officers in each district even without a Deputy. The control work in respect of the other controlled commodities, as for instance, Cloth, Cement, Coal, Iron and Salt, etc., can easily be looked after by the same officer.

At present in towns like Kanpur and Lucknow, the Rent Control and Eviction Officer merely carries out the orders of the District Magistrate. This statement may look bitter but after proper questioning we have come to this conclusion. There are on an average 250 cases of allotment in four months in towns like Kanpur and Lucknow. The average figures for Varanasi are 100 cases received for allotment every month out of which 50 allotments are made and seven released. The remaining cases are lying undisposed off.

The Town Rationing Officer, Varanasi, has actually been designated as Rent Control and Eviction Officer and the Deputy Town Rationing Officer (Rent Control), Varanasi, is required to perform the functions of District Magistrate under sections 7, 7(a), 7(d) and 7(g) of the Rent Control and Eviction Act only. It transpired that besides the Town Rationing Officer and Deputy Town Rationing Officer the Additional District Magistrate and also the Sub-Divisional Magistrates, Varanasi, Chandauli and Bhadohi, are authorized to perform the District Magistrates's functions under the above sections of the Rent Control and Eviction Act in their respective jurisdictions. This leaves the Deputy Town Rationing Officer, Varanasi, very little work to do. A statement (Appendix E) showing the receipt and despatches in the Rent Controller's office during the period April, 1955 to December, 1956 is given in the statement appended herewith, to show the volume of work done in the rent control section and District Supply Officer's Office where there are the following

One	• •	• •	- 45	CARL BU	129	 Chief Inspector.
Two	• •	••	- # K		53%	 Senior Inspectors.
Three			16		54	 Clerks.

We feel that with this staff the District Supply Officers can carry his double duties of District Supply Officer-cum-Rent Control and Eviction Officer. The representative Officers of the Food and Civil Supplies Department who were again consulted at a meeting of the Sub-Committee, agreed with the suggestion of the Sub-Committee, viz. that the post of Rent Control and Eviction Officers in the KAVAL Towns and elsewhere may be retrenched and in their place, officers of the status of Area Rationing Officer on a lower scale should be appointed with immediate effect. This would lead not only to economy but would also enable the District Supply Officers to exercise the necessary supervision on the Rent Control Work.

#### Rigid Control of export of foodgrains from the Uttar Pradesh

- 7. The Sub-Committee were informed by the representatives of the Department that the Uttar Pradesh has always been a self-supporting State in the matter of foodgrains, provided of course there were no natural calamities, such as floods, drought, heavy rains, etc. But it was understood that the State Government are not free agents for purchase of foodgrains as the Government of India have to be consulted prior to such purchases. Many of the Sub-Committee members were unanimous in the opinion that in order to ensure that this Pradesh remains self-supporting in normal years, the ideal thing would be that the export of our foodgrains to the neighbouring States be rigidly controlled and in order that such control should be effective and in order to avoid the "Cornering" by merchants in the free market, it may be necessary—
  - (i) That the free marketing of wheat in this State is stopped altogether,
  - (ii) that the surplus foodgrains of this State, particularly wheat, is all purchased by State Government, and
  - (iii) that the entire surplus quantity so purchased is placed at the disposal of the Government of India, for distribution by them to the deficit areas in this State in case of emergencies and natural calamities. If this was done, almost all the difficulties in the matter of supplies and distribution of foodgrains particularly in the scarcity areas will, it was anticipated, by the Sub-Committee, disappear. The Sub-Committee also visualise that if the control of exports to the neighbouring States by the free market is made effective and the unhealthy competition in the present free food market is avoided, it will also be possible to reduce a bulk of the staff of the Food and Civil Supplies Organization, specially because on the average the State of Uttar Pradesh, is self-sufficient in the matter of foodgrains.

But whatever we have written above is only an ideal which is not worth attempting or embarking upon at present in view of the terrific dependence of Uttar Pradesh, on imported wheat at present to feed herself. Secondly, State purchases would actually mean State monopoly of agricultural production. Certain Communist countries have tried this measure and they have found it to be extremely disagreeable to the peasants. Therefore, we cannot suggest such steps which would unnecessarily create complications, political and economic, both. However, this is a matter of All-India policy. We do no want to be guilty of narrow outlook or provincialism. We have made the above statement only with the hope that it may receive the consideration of the Government in due course. The administrative department's further comments (vide Appendix "G") were carefully considered by the Sub-Committee and they conceded that it was not feasible to proceed with the suggestion in this paragraph under the present conditions.

## Entrusting of Duties of Collection of Food Statistics to the Economics and Statistics Department's Inspectors

9. The Sub-Committee consulted the departmental officers as to whether it was possible to utilize the services of large number of Economics and Statistics Inspectors for the collection of food statistics which is at present done by the Marketing Inspectors in the Food and Civil Supplies Organization and thereby effect a reduction in the existing number of Senior Marketing Inspectors and Marketing Inspectors of that Organization. The collection of food and Marketing statistics, it was pointed out, was only a part of the duties of the marketing staff of the Food and Civil Supplies Organization and, therefore, even if the Economics and Statistics Inspectors were to be utilized to furnish the Statistical information required by the Food and Civil Supplies Organization, it would not be possible to effect any reduction in the Food and Civil Supplies Staff. The Sub-Committee, however, were not convinced with this argument. In their opinion there is a lot of duplication in the work of the two sets of inspectors mentioned above, as well as an unnecessary expenditure on the two sets of staff doing practically the same job. In actual fact, the Statistical figures, whether they are collected by the Marketing Inspectors of the other department, are based on Patwari's records. There is no point in keeping a large army of Senior Marketing Inspectos and Marketing Inspectors merely to furnish such statistical information, which can be obtained either by the Revenue staff or by the Economics and Statistics Department. But these officers have other duties as well. Yet, they can be entrusted with additional duties. We suggest that the post of Statistical Inspectors and Regional Marketing Inspectors etc. be amalgamated. If this suggestion is accepted, an appreciable saving in the State's budget, from Statistical Department and Food and Civil Supplies Department as well can be effected.

The representative officers of the department with whom the Sub-Committee further considered the proposal, made above, observed that his department was willing to take over any additional work connected with the collection of rural Statistics on behalf of the Economics and Statistics Department. But in view of the comments furnished by the department vide Appendix "G", no amalgamation of the Food and Civil Supplies Staft with that of Economics and Statistics staff is possible.

#### Hill Supplies Scheme

In Lucknow Region lie the hill districts of Naini Tal, Almora and Pauri Garhwal. Almora and Garhwal Districts are of the chief hill districts, while a large area of district Naini Tal is in the Tarai and Bhabar area.

In the interior of the hill districts of Almora and Garhwal, the cultivated land is very limited and there are no proper facilities for irrigation. The tenant has to depend chiefly on timely rains. Even if timely rains occur and a normal crop is produced in both Kharif and Rabi seasons, the yield would be just sufficient to meet the demand of three months after Kharif and three months after Rabi. If, however, there is a failure of rain or if there are extremely heavy rains, then the food position is further aggravated. In a normal year therefore the hills receive their supplies for at least six months in a year from the plains. High prices of foodgrains in the piains, inevitably aggravate the food position in the hills. There is practically no industry in the hills which the hill people could pursue in addition to cultivation, with the result that they cannot aftord to purchase foodgrains at the high level of prices which are prevailing at the present time. During the last three years successively, there had been a failure of crops in districts Almora and Garhwal in varying degrees. The Hill Provisioning Scheme has functioned for ten years or more. At present Issue cum-Storage Godowns have been opened both in districts Garhwal and Almora. In Garhwal District there are as many as nine such Godowns and in district Almora there are six such Godowns from which issues are made by Government to the Co-operative Societies of the interior of the hills who in turn sell it to the consumers. The transport charges from the hill railhead up to the storage-cum-issue godowns which are situated on the pakka road are borne by Government. The wholesale issue rate of wheat at the Issue-cum-storage godowns on road is Rs.15 per maund inclusive of the cost of bags ex godown. An extra charge of Rs. 0-0-9 per bag is also made for taking out bags from the godowns and weighment at the time of issues. In district Garhwal the storage-cum-issue godowns are located at (1) Dugadda (2) Lansdowne, (3) Satpuli, (4) Amotha, (5) Pauri, (6) Rudra

If the Hill Provisioning Scheme had not been in force, the hill people would have been getting wheat from plains through Trade at not less than Rs. 25 per maund in the distant places, which is absolutely beyond their means. This year specially the offtake from storage-cum-issue godowns

has been higher than in the previous years, owing to the rising trend of market rates in the plains. Up to the present time, since April, 1956, 83,192 maunds of wheat have been issued from these storage-cum-issue godowns. It is, therefore, in the fitness of things that the Hill Provisioning Scheme is continued.

But in this connection, the Sub-Committee would suggest that the transport charges from the Hill rail-head up to the storage-cum-issue godowns (which are situated on the pakka roads) which are borne by the Government should henceforth be made payable by the Co-operative Societies to whom the foodgrains are issued by Government for selling it to the consumers. The intention of Hill Supply Scheme is to supply foodgrains in the interior of the hills during the time when there is scarcity there and certainly not to subsidize the consumers who are in a position to buy the foodgrains at such rates as may be reasonable in consideration of the scarcity conditions of the interior of the hills. The Hill Co-operative Societies would certainly like to pay the transport charges from the Hill rail-head to the issue godowns and Government need not foot it any more. Thus the wholesale issue rates of wheat at the issue-cum-storage godowns on pakka road would be Rs. 15 per maund plus pies 9 per bag, plus transport charges from the hill rail-head to godowns. The saving to Government on this account from recovery of transport charges incurred in all the three districts of Naini Tal, Almora and Pauri-Garhwal will be an appreciable amount. The above proposal was again considered in detail by the Sub-Committee with the help of further comments thereon received from the Food and Civil Supplies Department—vide Appendix "G" and the Sub-Committee agreed that the Hill Supplies Scheme operating at present need not be disturbed for so long as the scarcity conditions continue as at present.

#### District Supply Officer, Town Rationing Officer, Lucknow and Varanasi

The District Supply Officer/Town Rationing Officers, Lucknow and Varanasi, who were consulted by the Sub-Committee in their meetings, had furnished statements showing the allocation of staff separately under the District Supply Officer/Town Rationing Officer and the Rent Control and Eviction Officer together with their duties. Lucknow District Supply Officer/Town Rationing Officer had concluded in their statement that there is neither any duplication nor overlapping of duties in his offices. Varanasi has the same theme to offer. As against this, the strength of the existing staff is much below what is genuinely required for coping with the volume of work which devolves on the Supply and the Rent Control Offices. Further, two statements showing the number of applications and various other letters received and despatched on an average in a week in the District Supply Office and Rent Control Office at Lucknow and Varanasi are separately enclosed herewith. The number of houses available on rent in Lucknow town are estimated at 75,000 and 40,000 in Varanasi. There were five Inspectors in the Rent Control Section at Lucknow at present. For administrative convenience, this town was previously parcelled out into five Rationing Units known as "Areas". Each office of these areas is now under the charge of one Rent Control Inspector so far as the work connected with the Rent Control Act is concerned.

The District Supply Officer can attend to both duties and the five Rent Control Inspectors are too many and this number can be reduced to three without any detriment to the work of the office which as it is well-known is seemingly confined to preparing a list of "unwanted" houses or uninhabitable hutments with the rent of rupee one to rupees fifteen or so per month and that the rent Control and Eviction Officer's office in the KAVAL towns can very easily be amalgamated with that of District Supply Officer/Town Rationing Officer and thereby a reduction in the number of clerks, namely, 15 in the District Supply Officer's office and six in the Rent Control and Eviction Officer's office, can be reduced to half. While on the subject, the Sub-Committee feel that the District Supply Officer and Rent Control and Eviction Officer both have failed to create confidence about themselves or in their office. They were supposed to be a liaison between the District Magistrate and the people. Let there be one such office and let the District Magistrate ive some of their work to other district offices.

#### Reduction in number of Inspectors for Fair-price Shops in districts

11. In connection with the Price support scheme, it was felt that prices of foodgrains, particularly those of wheat could be softened if the bulk buying operations of flour millers in the KAVAL towns could be cut down. But the point is how to do it. There are 14 Roller Flour Mills which get wheat from the Central Government and have to sell Maida at the rate of Rs. 20 per maund and Atta at the rate of Rs. 15 per maund.

The State Government are making use of wheat stocks to fight the rise in prices and have arranged wheat sales through a chain of 30 to 50 shops in each KAVAL town. But, these shops are not doing well. Even Co-operative Shops are corrupt. People are dissatisfied.

The ten district headquarters in the Lucknow region, where fair-price shops have been opened are Bareilly, Moradabad, Shahjahanpur, Pilibhit, Sitapur, Bara Banki, Unnao, Sultanpur, Pratapgarh and Faizabad.

The wholesale issue rate of wheat is Rs.14-5-9 per maund inclusive of cost of bag ex-Government godowns in KAVAL towns and the retail price is 2 seers 12 chhataks per rupee. To each district, where fair-price shops have been opened, one Marketing Inspector has been posted to look after the receipt, storage and distribution work. Besides, in Lucknow alone, there are nine Marketing Inspectors placed under District Supply Officer along with a Deputy Regional Marketing Officer to supervise the 100 fair-price shops.

With the stabilization of the prices, in fact with the settling down of the upward trend in prices particularly of wheat and other foodgrains, the fair price shops with their limited stock of foodgrains hardly seem to meet the purpose for which the fair-price shops are opened. The large number of Marketing Inspectors, One Inspector for seven fair-price shops in a KAVAL town, do not, in the opinion of the Sub-Committee seem to be justified. The number of shops under

each Isnpector be increased. The District Supply Officers under whose disposal these Inspectors have been placed, have hardly any time to supervise the work, let alone to visit the shops personally. It appeared that for 100 fair-price shops at Lucknow, there are nine Marketing Inspectors and a Deputy Regional Marketing Officer, it is understood, has also been deputed by the Regional Food Controller, Lucknow Region, to supervise the Lucknow shops alone because the District Supply Officer has no time to look after the work. The Sub-Committee were of the view that 20 % of the post of Marketing Inspectors and the Deputy Regional Marketing Officer for fair-price shops should be reduced, supervision of the fair-price shops may be done by the District Supply Officer also.

## Abolition of the practice of drawing of travelling allowance by Officers of Food and Civil Supplies Organization at road mileage rates

12. The Sub-Committee scrutinized the details of expenditure incurred under the head "Allowances and Honoraria—Contingencies". They found that all the gazetted officers (Regional Food Controller, Assistant Regional Food Controller, Regional Marketing Officer, Deputy Regional Marketing Officer, Regional Accounts Officer) of all the four regions are on all occasions, i.e., whether offices, centres and Mandies at the stations inspected by them are connected by rail or not are drawing Travelling Allowance at road mileage rates, namely annas eight per mile for the first 50 miles and annas six per mile for subsequent distance. This is against the spirit of the rules which require that Travelling Allowance should be charged as by rail and not the road mileage, for tour undertaken by officers between stations connected by the rail. Travelling allowance should be charged at the rates prescribed for railway journeys henceforth by all officers of the Food and Civil Supplies Organization, irrespective of whether they travel by their own car or in cars, the propulsion charges of which have been paid by them or by rail, between stations that may be connected or not connected by rail. An appreciable economy in expenditure on travelling allowance amounting to about Rs. 25,000 per annum will thus be effected.

The Sub-Committee invited further comments of the administrative department on the above proposal. Having gone through their comments—vide Appendix "G"—The Sub-Committee, while agreeing with the department that normal travelling allowance rules, should ordinarily apply in respect of the journeys performed by the officers of the department, observed that as provided in rule 14 A(2) of the Travelling Allowance Rules the mileage as for railway journey sho ld be paid in respect of journeys performed by motor car and that the practice of claiming travelling Allowance for road mileage should be discouraged as far as possible.

#### Economy in contingent expenses

It appears that even though the offices of Regional Food Controller, Regional Marketing Officer and Regional Accounts Officers of each region are located in the same building at the headquarters of the regions, Contingent expenditure such as service postage stamps, printing and Stationery charges, repair of furniture, hot and cold weather charges, cycle repairs and miscellaneous contingencies, pay of inferior staff, etc., are being incurred separately in each of the three offices in each of the four regions. All this means wasteful expenditure which can be reduced to the minimum if this duplication of expenditure in the same office building is avoided. There should be no difficulty if the postage, telegram and printing charges, etc., are centralized in the Regional Food Controller's Office and the Regional Marketing Officer and Regional Accounts Officer are allowed to draw from the common pool. The amount paid annually on rent of office buildings, storage godowns, etc., in all the four regions is appreciably a large one. The Sub-Committee consider that the huge expenditure on rents of building and godowns can be reduced appreciably if a review is made by the Administrative Department in consultation with the Regional Food Controllers from time to time at the interval of periods not less than a quarter.

The Food and Civil Supplies Department who were requested to furnish their comments on the above proposal, had no objection to the suggestion of the Sub-Committee for the pooling of contingent grant in the three offices of Regional Food Controller, Regional Marketing Officer and Regional Accounts Officer, in each Region and they also agreed with the Sub-Committee on the periodical review of the expenditure on the rent of godowns.

### Economy in the Expenditure on Special Pays and Conveyance, etc. Allowance

A list (Appendix F) of Special Pays, compensatory, conveyance and daily allowances given to the officials of the Food and Civil Supplies Department is attached herewith. It shows the staggering number of persons receiving special pays and allowances paid to such persons, in addition to their pay in the suitable time-scales of their posts. The Sub-Committee considered that the grounds on which the special pay and allowances have been sanctioned, were not justified and that no "arduousness of duties" nor "unhealthiness of place of duty" nor "even costliness of places of posting", was established beyond doubt. They recommended that all the special pays should be abolished, the compensatory allowances, particularly to the Salt and Liaison Officer's staff should be discontinued and the daily allowances ranging from Annas ten per day to Rs.4-8 per day, paid in addition to compensatory allowance at Rs. 175 per month and Special pays stopped altogether. The rates of conveyance allowances, too, were high and should be reduced to half the present rates.

PARIPURNANAND VARMA, Convener, Economy Sub-Committee "D".

#### Sumary and Financial implications

					Economy
					Rs. per annum
1.	Making temporary staff permanent and reduction of 2	20 per cent of	total staff	••	4,00,000
2.	Reduction of the post of Public Relations Officer		• ••	**	27,000
3.	. Reduction of the post of Deputy Town Rationing O their staff in KAVAL towns and transfer of their wor	officers (Rent k to the Dist	Control and	d Eviction Of Officers' Regu	ficers) and dar staff 54,000
4.	Reduction of one Regional Food Controller's Region	out of four	_	_	1,00,000
5.	Amalgamation of the Inspectorate staff of the Econd Food and Civil Supplies Department for the pur food-grains	omics and Sa pose of col	lection of	statistics re	that of the lating to Not known.
6.	Reduction in the number of Inspectors in the Distriction Control and Eviction Officers offices and of Inspectors	ct Supply O ectors for Fa	fficer/Town ir-price sho	Rationing O	fficers and 20,000
7.	Abolition of the practice of drawing Travelling Allo of travelling Allowance by rail	wance at roa		ates and draw	al instead 25,000
8.	Economy in contingent expenses			••	25,000
9,	Economy in expenditure on Special pays and convey	ance allowa	nce	••	25,000

#### Comments

Paragraph 4 of the Report—It has been recommended by the Economy Committee that the Office of the Provincial Iron and Steel Controller at Kanpur be amalgamated with the Food and Civil Supplies Department at Headquarters. The Committee is of the view that this amalgamation would enable the Government to reduce one post of Deputy Provincial Iron and Steel Controller and one post of Assistant Provincial Iron and Steel Controller and to retrench 50 per cent of the non-gazetted staff at Kanpur and in the office of the Liaison Officer at Calcutta.

Assuming that the proposed amalgamation is possible, the savings envisaged in the gazetted and non-gazetted staff of the Provincial Iron and Steel Controller's establishment hardly seem possible. The reasons are as follows:

Gazetted Staff—At the Headquarters, the Secretary and Additional Secretary in Food and Civil Supplies are also incharge of the Medical Branch. Leaving them there are only two whole-time officers left—one Deputy Secretary who looks after the work of food supplies and one Assistant Secretary who is in overall charge of the routine work in the Branch. Between them, the reference dealt with by them the whole Branch come to about 6,000 receipts per month. It is not possible for these two officers to take over more work. It will, therefore, be necessary to bring over with that office the full compliment of the officers working at Kanpur. Not only this, an officer will have to be appointed to do the work which the Provincial Iron and Steel Controller (Sri Sripat) does at present and for which he does not get any remuneration. There will, therefore, be no reduction in gazetted posts.

Non-gazetted Staff—The question of the staff necessary to deal with the work in the Provincial Iron and Steel Controller's office has been considered several times in the past. Whatever economies were possible were affected each time. At present there does not seem to be any scope for any retrenchment. In fact the Provincial Iron and Steel Controller has been insisting upon getting additional staff because of the increase in work connected with procurement and distribution of building materials due to increased demands under Second Five-Year Plan. In view of this 50 per cent reduction as proposed by the Committee hardly appears possible in the circumstances. If after great examination and labour one or two clerical posts are found superfluous that would hardly bring any substantial economy. On the other hand if the staff is brought over from Kanpur and made a part of the Secretariat, it will have to be brought on the Secretariat scale of pay which will again mean considerable extra expenditure rather than economy.

As regards the staff working at Calcutta, it may be mentioned that that is a staff doing a special type of work. This staff maintains a close liaison with the Coal Commissioner of Government of India and other authorities regarding the control and movement of such commodities as Iron and steel, cement, etc. This staff is already much too small and it is not possible to effect any economy in it. It is not expedient to shift the office from Kanpur to Lucknow for another important reason. The Provincial Iron and Steel Controller office has to work in constant daily touch with the office of Regional Honorary Cement Adviser, Kanpur with the Tata's Yard and a large number of Rolling Mills and Stockists. This will not be possible with the office functioning at Lucknow.

The proposal for the amalgamation on examination does not appear to be economical nor even administratively expedient. All that it will save Government is some expenditure on postage stamps, etc., by way of the elimination of the correspondence between the Government at Lucknow and Provincial Iron and Steel Controller's office at Kanpur. This advantage when viewed against the disadvantages enumerated before is much too small to make the proposal acceptable.

As regards the observations of the Committee that the amalgamation should be affected because the charge of the post of the Provincial Iron and Steel Controller in addition to his duties as Director of Industries becomes too heavy, it is submitted that the present incumbent Sri Sripat has been carrying on the work of the Provincial Iron and Steel Controller most efficiently. Before

his appointment as Provincial Iron and Steel Controller the officer had to his credit the experience of the Secretariat in this particular branch at the policy making level. To this, he added his practical experience as Provincial Iron and Steel Controller which charge he held for a number of years before his appointment as Director of Industries. It is difficult to find an officer of his experience and this department is of the view that as long as Sri Sripat is Director of Industries, it is to the advantage of the department that he continues as Provincial Iron and Steel Controller. This arrangement is economical because Sri Sripat is not getting any extra remuneration for doing the work of Provincial Iron and Steel Controller. The work which he is doing parttime, will require whole-time attention of an officer without his background. If the charge is separated, a senior post will be required and this will mean additional expenditure without any resulting advantage at present.

Paragraph 6 (iv) of the Report—The Committee has recommended that to avoid public criticism about top heavy cost of administration, the post of the Public Relations Officer attached to M. P. should be abolished.

The institutions of public relationing in Government departments is of a recent origin but has an important and necessary function in a democratic setting. Through this medium, Government keep itself in touch with the reactions of the public to various State measures and policies, promptly removes misconceptions and erroneous impressions prevailing in the public about them and brings forward such material which enables the Government machinery to secure proper appreciations and enthusiastic cooperation of the people in implementing the Government schemes and plans.

The post of the Public Relations Officer with M. P. was created in 1949 to meet this need. To meet similar needs, the post of Public Relations Officers have been attached to the Ministers of Finance and Justice.

The Public Relations Officer attached to the department does public relationing work in respect of all the departments under the Minister, viz., Medical, Industries, Planning and Food and Civil Supplies. He keeps himself in close touch with the development and other activities of the Government undertaken by these departments and gives them publicity through releases to the press in the shape of statements and articles, handouts, etc., through radio talks and through other means. He also writes background material for press purposes, reports the speeches required for circulation and co-ordinates the publicity made through the Information Department and through other agencies. To do it properly and efficiently and at the right moment, he maintains a liaison with the Minister on the one hand, and officers at the headquarters and the Head of Departments at the other. The above enumeration of the duties and functions of the Public Relations Officer connected with so many important departments clearly proves the necessity of the post fully. It is apparent that the type of work done by the Public Relations Officer cannot be performed by other officers of the State services because of the special aptitude and training required for it. The department, in these circumstances, is of the view that the post of the Public Relations Officer has an important function and that the abolition of this post will not be conducive to good public relationing.

Paragraph 6 (v) of the Report—It has been suggested that the quasi-judicial work relating to rent control should be entrusted to the District Supply Officers in KAVAL towns and the post of Deputy Town Rationing Officers for the purpose be abolished. This suggestion carries the implication that the District Supply Officers and Deputy Town Rationing Officers have got full time work and that the work which is being done at present by two officers can be done by one in each of the KAVAL towns. It further carries the impression that in rent control the only important work is on the Judicial side and that the administrative duties performed by the Deputy Town Rationing Officer (Rent Control) presumably can be entrusted to non-gazetted staff.

The position of the house accommodation in KAVAL towns, which are the five most important towns of the State, has become difficult because of development schemes and the settlement of refugees. It is in these town also that the supply work relating to the distribution of iron and steel, coal and fuel supplies, salt and licensing of cloth dealers and distribution of foodgrains through Fair Price Shops is very heavy. The District Magistrates of the KAVAL towns, who were confidentially consulted on the subject, are unanimous in view that District Supply Officers have already more than enough work to cope with and are not in a position to take over the additional work of rent control. In Kanpur the District Magistrate had to relieve his District Supply Officer of all the Planning work due to the pressure of supply work. He says "——It is not possible for the District Supply Officer to look after the work relating to the Rent Control and Eviction Officer". He further says "The Rent Control and Eviction Officer has full days work and to ensure public convenience and smooth administration of Rent Control and Eviction Act,... it is absolutely essential to sanction a wholetime officer for this work". The views of the District Magistrates of other KAVAL towns are generally on the same lines. So far as Agra is concerned, the District Magistrate goes to the extent of saying that "Even two officers are not sufficient and the post of a third officer should be sanctioned. The District Magistrate, Lucknow has observed that it will be unrealistic and impracticable to switch on the work of the rent control of any KAVAL towns to District Supply Office and to do away with the services of the Rent Control Officer.

This being the state of work with the District Supply Officers, it would be worth while to consider the nature of duties performed by and the state of work with the Rent Control and Eviction Officer in KAVAL towns. The duties can be classified in two catagories—Administrative and Judicial. Administrative duties consist in the out-door investigations and inspections of the houses open for allotment or in dispute and in hearing the parties concerned in person and in verifying, in many cases personally, the fact of the vacation etc. of the premises in question. The Judicial duties consisting in deciding the cases filed under the Rent Control Act. In these cases, the parties in disputes employ the services of lawyers to conduct arguments and it takes a lot of time and

requires a good deal of ability to decide such cases judicially. The cases so decided by the Rent Control and Eviction Officer are open to appeal and sometimes go up to the High Court and even the Federal Court. Apart from them numerous writ petitions have also to be handled. The Judicial work along with the administrative duties thus take the entire time of the Deputy Town Rationing Officer (Rent Control.) The District Magistrates of the KAVAL towns have expressed the opinion that considering the present size of rent control work there is a need for strengthening the staff for rent control work rather than for retrechment.

It would thus appear that all the District Magistrates of KAVAL towns hold the view that the District Supply Officers and Deputy Town Rationing Officers (Rent Control) have both got more than sufficient work on their hands and the two jobs cannot be combined further. The nature and duties of the work of Deputy Town Rationing Officer (Rent Control) are such which cannot be entrusted either to the District Supply Officer or to any other part-time officer. Food and Civil Supplies Department fully agree with the view that it would not be expedient or feasible to disturb the existing arrangement.

Paragraph 10 of the Report—The Economy Committee has recommended that the offices of the District Supply Officers and Deputy Town Rationing Officers (Rent Control) at Lucknow and Varanasi be amalgamated. The Committee is of the view that the proposed amalgamation would result in reducing the office strength to half and inspectorate strength from 5 to 3. It has expressed the view that some of the work of the amalgamated office might be transferred to other offices also.

The amalgamation on grounds of economy can be considered only if either in one of the establishment or both the work load is not enough. In order to find out the real State of Work, information was asked for from the District Magistrates concerned. The District Magistrate, Lucknow, has stated that his District Supply Office is receiving 1,335 references in a week on an average and his rent control office 576 references per week. This shows that at Lucknow, the State of work is such in which the proposed amalgamation can not be carried out without jeopardising efficiency. With intensification of control over iron and steel, cement and coal due to the expending Planning activities, the work in District Supply Office is further likely to increase rather than decrease. Work in the Rent Control Section has also been on the increase because of number of applications for allotment of houses, rent control cases, ever growing appeals against the orders of Rent Control and Eviction Officers to Commissioners of Divisions and Higher courts and rising number of writ petitions. Therefore, the department agrees with the views of the District Magistrate, Lucknow, that there is no scope for retrenchment in Supply or Rent Control Staff.

Regarding the work of rent control at Varanasi a confidential enquiry was made from the District Magistrate whether in view of the facts pointed out by the Committee the post of Deputy Town Rationing Officer, Rent Control, could be dispensed with. The reply of the District Magistrate is emphatically in the negative. Work has been allocated to the Sub-Divisional Officers and a portion to the District Supply Officer because the total work was too heavy for the Deputy Town Rationing Officer (Rent Control) alone to manage. In fact with increase of the work connected with fair price (food grains) shops in the city, it will be increasingly difficult for the District Supply Officer to give the assistance he was so far doing to the Deputy Town Rationing Officer in Rent Control Work. In this changed position, therefore, the department agrees with the District Magistrate that it is not possible to do away with the post of Deputy Town Rationing Officer (Rent Control) at Varanasi.

As regards the non-gazetted staff, the District Magistrate has stated that with the meagre supply staff left after derationing, it is not possible to amalgamate the rent control staff with the former. In fact he has stated that instead of our Chief Inspector and two Senior Inspectors for rent control work, he needs five senior Inspectors.

Both at Lucknow and Varanasi the supply and rent control sections are housed in one building. The amalgamation is, therefore, not likely to effect economy even in respect of accommodation.

Paragraph 19 of the Report—Travelling Allowance to Government servants is allowed under the rules contained in the Financial Hand Book, Volume III. These rules cover journeys performed by rail and by road. So far as journeys performed by rail are concerned, the Committee has not raised any objection. It is only in regard to the journeys by road that the Committee has suggested that irrespective of the fact whether it is performed by a Government servant in his own car or in cars propulsion charges of which are paid by them and whether the journeys are performed by rail or not that the travelling allowance is paid to them on the basis as if these journeys have been performed by rail. This suggestion has to be considered in two parts:

- (i) Journeys by road to places although they are on rail lines.
- (ii) Journeys by road to places which are not on rail lines.

In regard to (i) the general rules on the subject applicable to all Departments must be applicable in the case of the Civil Supplies Staff as well. There is no reason why it should be otherwise.

In regard to (ii) the policy of the Government at present is to withdraw government vehicles already with the Government servants and in order that this may not discourage Government servants from undertaking journeys, the Government, it is understood, are taking steps to liberalize the existing Travelling Allowance rules. The journeys performed by the Civil Supplies Staff should also be subject to those rules. The suggestion that this should not be so seems to carry the impression that journeys in the Civil Supplies Department in some cases are performed unnecessarily.

It may be stated that at present in the Supplies Sector, that is the one with which the District Supply Officers deal, a few journeys are performed by the officers except in the hill districts and the Austerity Provisioning districts. In the Food Sector with which Regional Food Controllers and

Marketing Staff are concerned frequent journeys have to be performed. This frequency arises from the very nature of the work that they are called to do. The Regional Food Controllers and the Marketing staff have to visit, frequently purchasing centres, storage points and other places in connection with the movement of foodgrains and their distribution. Such journeys are indispensible. They are made in many cases to places which are not approachable, by rail. The only way to undertake them is by car. In undertaking such journeys the question of payment of travelling allowance to Government servants on the basis as if the journeys has been performed by rail hardly arises.

If, however, it is the intention of the Committee that to restrict expenditure controlling officers should lay down reasonable limits within which expenditure be confined, the Department will examine the question of such limits.

Paragraph 14 of the Report—The Economy Committee have expressed the view that special pay and allowances which have been sanctioned were not justified beyond doubts on grounds of arduous nature of duties and unhealthiness of place of posting and have therefore recommended that:

- (i) All special pays should be abolished.
- (ii) Compensatory allowances particularly to the Salt and Liaison Officers staff should be discontinued.
- (iii) Daily allowances ranging from annas ten per day to Rs. 4-8 per day paid in addition to compensatory allowances at Rs. 175 per mensem and special pay be stopped, and
- (iv) Rates of conveyance allowance be reduced to half of the present rates.

Daily Alloawnces—Daily allowance is given to all those Government servants who go on duty to places other than the place of their posting. Under the normal rules the daily allowance is given at full rates for the first ten days. Under special circumstances, however, the limits of ten days is waived as in the case of the Secretariat Staff going in the summer to hills. This has been done in the past when staff was deputed to the Port Towns or other places for supervision of despatches of foodgrains. A similar relaxation has been found necessary in the case of salt staff. This staff has to supervise the despatches of salt wagons from the despatching ends which are far away from the State. At such places, the staff has sometimes to remain for indefinite period and it is in respect of these that the limit of ten days for drawing the daily allowance at full rates is waived. This is a concession which was allowed to the marketing staff when posted to supervise the despatches from port town and elsewhere outside the State. This concession is considered necessary because without it, it will be difficult for the staff to remain for an indefinite period at out of the way places far away from their place of posting.

Compensatory A llowance—This allowance has been sanctioned to the Liaison Officer for Iron and Steel at Calcutta and to the salt staff. Both Calcutta and places where the salt staff has to work outside the province have a very high cost of living. The allowance has been sanctioned because the staff has to maintain two establishments—one at the headquarters and the other at the place of their work outside the State and also in consideration of the cost of living at these places. It is doubtful whether any staff would be agreeable to serve at out of the places without even this much of consideration.

Conveyance Allowance—Conveyance Allowance is a kind of compensatory allowance. It has been sanctioned to the different officers of the Civil Supplies organization who have no government conveyance at their disposal. As the nature of their duties require considerable moving about within the radius of five miles of the place of their postings, they either require a government conveyance or such payment which they have to incur in hiring of a conveyance to discharge their official duties. This allowance is not a source of profit to the recipients. It is repayment of the amount actually incurred on hiring of the conveyances. The flat rates prescribed for the conveyance allowances for each category of officers are based on considerable experience and this department is convinced that they are not such which may constitute a source of profit to them.

Special pay—Special pay is sanctioned to a Government servant under paragraph 9(25) of the Financial Hand Book, Volume II, in consideration of the arduous nature of duties attached to the particular post or in view of the unhealthiness of the climate obtaining at certain places. No special pay in the Food and Civil Supplies Department has been sanctioned on the latter ground. For reasons of arduousness of duties, special pay has been allowed to District Supply Officers in KAVAL towns, all Regional Food Controllers, all Regional Marketing Officer, the Provincial Marketing Officer (Food grains), the Assistant Provincial Iron and Steel Controller and all Regional Accounts Officers. In regard to all of them the basis for determining the arduousness of duties and granting of special pay has been the same as in the case of the special pays allowed to the officers of other departments. So far as the Regional Accounts Officers are concerned, they are under the administrative control of Finance Department and special pay to them has been sanctioned by the Finance Department itself. The special pay sanctioned in the Food and Civil Supplies Department to the various officers is indicated below:

							Ks.	
1.	District Supply Officers of KAV.	AL Town	15		••		100	each.
2.	Regional Food Controllers	• •	••		• •		300	each.
3.	Regional Marketing Officers		• •	••		••	100	each.
4.	Provincial Marketing Officer (Fo	odgrains	)				200	
5.	Assistant Provincial Iron and Ste	ei Contr	oiler				75	
6.	Regional Accounts Officers	• •					100	each.

In the opinion of the Food and Civil Supplies Department these special pays are necessary.

#### Part II

Paragraph 6(4) of the Report—The staff sanctioned for the Price Support work at the headquarters of Government consisted only of one Upper Division Assistant and one Lower Division Assistant. The term of these posts is being extended on a quarterly basis only after a thorough scrutiny is made into the justifications of their continuance. The present term expires on March 31, 1957 and this extension was sanctioned not for price support work but for coping with the increased work on account of the price stabilization schemes and the work connected with the enforcement of the Metric Weights and Measures. There is thus no staff for price support work at the headquarters of Government at present and the question of making any reduction in it does not arise.

The Provincial Marketing Officer is the technical adviser to the Commissioner, Food and Civil Supplies. The Provincial Marketing Officer's set up was originally built up to serve as a brain trust to the department and he was provided with a Deputy in Class I and two other Gazetted Officers for supervision of technical work like Storage and Quality control on which the economics of the Department solely depends. His office compiles and submits about a dozen weekly and fortnightly statements on prices of foodgrains, pulses, oils and oilseeds to several departments of the State Government, Government of India and to a number of other State Governments. The office also prepares weekly and fortnightly reviews on prices of foodgrains and oilseeds, collects data about marketable surpluses of wheat, gram, rice and Juar, issues instructions to Marketing staff for analysis and fumigation of foodgrains stocks purchased by jails and keeps a watch on the movements of stock by the trade. It also makes recommendations about grading and development certificates to the Agriculture Marketing Adviser, India, besides undertaking other miscellaneous work.

The office staff of the Provincial Marketing Officer consists of nine hands including only two Senior Marketing Inspectors and one Statistical Assistant. It will be seen from the above that the work which this office has to handle at present is quite heavy and the sanctioned staff is hardly adequate to cope with it efficiently. The services of this staff cannot be dispensed with unless alternative arrangements for handling this work are made. Even if this office is abolished and the above mentioned work is transferred to the Secretariat, this staff will still be needed, and there would be no economy worth the name. The Department does not, therefore, consider the recommendation of the Sub-Committee to be feasible.

Paragraph 3 of the Report—On the basis of the past experience, particularly of the last two years, the Department considers that it is not possible to reduce the number of regions as envisaged by the Economy Committee specially in the context of the present food supply position. Moreover, with entrusting of the new work of price stabilization by the Government of India of which neither the Government of India nor the State Government have any experience what-so-ever and of which the size and nature has not so far been assessed, any decision to reduce the number of regions is sure to adversely affect the conduct of work and will not be in keeping with the wishes of the Government of India.

In the working of price stabilization the timely action is vital and it may not be possible to manage things successfully as the size of the regions is already too big and the operations extended over wide areas and the reduction from four to three will further increase the size of the problem and the work cannot be managed effectively.

The proposal of reduction, however, can be considered later on by end of 1957-58 or earlier if the food situation improves and prices indicate signs of reasonable stability.

Paragraph 5 of the Report—Since the Sub-Committee have made no recommendation for implementation at this stage, no action is called for. The department, however, agrees generally with the views expressed by the Sub-Committee.

Paragraph 6(1) of the Report—The staff of the Department is sanctioned for short periods (three months or six months at a time) and at the time of every extension of its term the position is fully reviewed and only such staff as is considered absolutely necessary is allowed to continue. The Food Organization is called upon almost every year to deal with at short notice unexpected emergent situations created by abnormally high or low prices, floods, droughts or heavy rains and it cannot be said with certainty when the situation will improve substantially to warrant retrenchment of staff to the extent of one-third of its present strength. It will be appreciated that the size of staff to be retained or retrenched depends entirely on the magnitude of the problem to be tackled. Due regard will however, be paid to the recommendation of the Committee while reviewing the position of the staff in future.

Paragraph 11 of the Report—Since the Sub-Committee made its observations, the prices of wheat in the open market have hardened, widening further the gap between the market rate and the Government selling rate. The pressure on Government wheat has consequently increased considerably. To meet the situation, the number of Fair Price Shops has been increased and they now vary between 60 and 140 in KAVAL towns against 30 and 50 as reported by the Sub-Committee. The quantum of daily sales from each shop has also been increased. Each Marketing Inspector has now to supervise 14—16 shops and it is not considered feasible to put more shops under an Inspector. In fact, the Government of India have been pointing out to us of and on that our supervisory staff is inadequate for effective supervision of these shops and should be strenghtened further.

- 2. The supervision of shops is also being done by the District Supply Officer already but since he has to attend to supply work as well, which is quite heavy, besides attending to his duties as Deputy District Planning Officer he cannot be expected to exercise effective supervision over the shops without the assistance of a Deputy Regional Marketing Officer. The Deputy Regional Marketing Officer has now also to supervise the receipt and proper storage of stocks for the State Emergency Reserves, which are being built up in the KAVAL towns on State Government account to ensure continuance of supplies to the retailers on the increased scale in the event of a break down of supplies in the Central Storage Depots.
- 3. In the circumstances explained above, the Department does not agree with the views of the Sub-Committee and is strongly opposed to any proposal for reduction in the existing strength of the supervisory staff for Fair Price Shops.

Paragraph 6(2) of the Report—The proposal to make 50 per cent of the staff of the Food and Civil Supplies Organization permanent is very welcome and the Department agrees that it is bound to have a very wholesome effect on the efficiency and morality of the entire staff. The staff in this Department is, however, exceedingly overworked at present and even if 50 per cent of it is made permanent, it would not be possible to extract more work from it, and effect any retrenchment. On the contrary, references from districts and regions indicate that there is an urgent need for further strengthening the staff. The reason is that as soon as any scheme was abandoned or it was discovered that there was any scope for retrenchment, retirement of the staff rendered surplus was undertaken without delay, while, whenever a new scheme was sanctioned, efforts were made to carry on the additional work with the existing staff or at the most, with the assistance of the minimum additional staff. The question of reduction of staff will need to be examined in the light of actual requirement of work and conditions obtaining in the State.

Paragraph 8 of the Report—The suggestions made by the Sub-Committee for entrusting the duties of collection of food statistics to Economics and Statistics Inspectors is not practicable for the following reasons:

- (i) Inspectors of Food Organization are posted only in important assembling markets where they have to keep a close watch on the trend of prices so that when required, purchases of foodgrains may be started or abandoned at a very short notice. Inspectors of the Economics and Statistics Department are not usually posted to such centres and the information collected through them or through any other agency about foodgrains prices, daily arrivals, marketable surpluses and movements in those markets cannot, therefore, be as reliable and timely.
- (ii) Collection of food statistics at the centre of their posting is only one of the secondary dutles of the Marketing Inspectors, their main duties being supervision of Government stocks of foodgrains, making proper arrangements for their purchases, receipt from other centres, storage, fumigation etc., and above all arrangements for their movement from one place to another and distribution as and when an emergency arises. The work of this Department is generally of emergent nature and require whole-time immediate attention.
- 2. Incidentally it is brought to the notice of the Committee that the importance of the collection of correct and timely statistics of agricultural produce has only begun to be realized now and when the Department had to undertake the highly technical work of price stabilization which has never been tried in the past particularly in this country and the entire success of which depends on the prompt availability of correct food statistics of which prices form only one part. The Planning Commission has also laid down stress on the importance of collection of correct statistics of agricultural produce, their prices and arrivals and have recently given their concurrence to the Ministry of Food and Agriculture to have a regular staff for this work. In view of the obvious importance of this work for the proper functioning of the Food and Civil Supplies Department in the context of the Second Five-Year Plan, it should continue to be handled by the Food Staff who must, in any case, remain posted with up-to-date market trends for the proper discharge of their duties enumerated in paragraph (ii) above. The Food Staff has acquired gainful experience of trade associations which is very essential for the successful functioning of this Department and is, therefore, best fitted for our needs.
- 3. It will be seen from that above the entrusting of the work of collection of Food statistics to Economics and Statistics Insepctors or revenue staft will not serve the purpose of this Department. Even if this is agreed to, it will not be possible to retrench any Marketing staft as their other duties cannot be entrusted to any other agency which is not well versed with the work of marketing. This Department is already furnishing information on prices of agricultural produce and their availabilities to Government of India and other States on their special requests and will have no objection to the supply of food statistics pertaining to their centres of posting by the Marketing Inspectors to the Economics and Statistics Department if this is likely to result in any economy in their staff.

Paragraph 9 of the Report—The hill districts are chronically deficit in foodgrains and even when there is a good crop the local yield is barely sufficient to meet three months requirements of the population. The purchasing capacity of the people in these areas is also very low.

2. The cost of transport from rail-heads to godowns at different centres in the interior of hill districts varies from Rs. 7 per maund (at Dogadda) to Rs. 6-1-8 per maund at (Chamoli). The average cost of transport which is subsidized by Government comes to Rs. 3 per maund and in spite of this heavy subsidy, wheat becomes available in some parts at only two seers to a rupees. If the subsidy is withdrawn the prices of wheat will become quite uneconomic and

beyond the reach of the average consumer, and the very purpose of the hill provisioning scheme will be defeated. Scarcity Department who meet the entire cost of the subsidy are also opposed to the withdrawal of the subsidy at this stage. Moreover, if the subsidy is withdrawn from hills, it will also have to be withdrawn from other scarcity-stricken areas of the State otherwise the denial to hills alone becomes illogical.

Paragraph 7 of the Report—The suggestion is neither feasible nor desirable, under the present conditions. Besides, Government of India control all matters of food policy by virtue of the powers vested in them under the Essential Commodities Act. This Department is therefore, not in a position to take any action on its own initiative in this behalf. The Department once raised this point and solicited the concurrence of Government of India on points referred to by the Economy Committee, but the reply which the Government of India gave was in the negative.

Paragraph 13 of the Report—Reports from the regions indicate that expenditure on items of contingencies is already being kept to the minimum and even though separate allotments are sanctioned for the offices of the Regional Food Controllers, Regional Marketing Officer and the Regional Accounts Officer in each region, any duplication in the expenditure is scrupulously avoided. A number of the items of contingent expenditure e.g. rent of office building, hot and cold weather charges, postage stamps, etc., are even at present pooled in most of the regions and the expenditure is proportionately met by the three offices. The Department has, therefore, no objection to the suggestion of the Sub-Committee to the pooling of contingent grant in the three offices. The Department also agrees to a periodical review of the expenditure on rent of godowns being made although it is satisfied that there is no scope for reducitor in the expenditure on this account at present.



# Recommendations of Sub-Committee "D" of the Economy Committee and Comments of the Food and Civil Supplies Department thereon

Part I-Civil Supplies Organization.

Part II-Food Organization.

# INDEX Part I—Civil Supplies Organization

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1	4	Office of the P. I. S.C. at Kanpur should be amalgamated with Food and Civil Supplies Department at Headquarters which should result in reduction of two gazetted posts one of Deputy Provincial Iron and Steel Controller and the other of Assistant Provincial Iron and Steel Controller and this will also result in cutting down the non-gazetted staff at Kanpur and Calcutta by about 50 per cent (Estimated Economy of Rs. 98,000 P.A.)	13
2	8(iv)	The post of Public Relations Officer should be retrenched to avoid public criticism about top-heavy cost of administration (Estimated economy of Rs. 8,000 P.A.)	34
3	6(v)	The post of Rent Control and Eviction Officer and his staff in the KAVAL towns and elsewhere should be retrenched and allotment work of Government offices should be entrusted to District Supply Officers who should also do judicial work	
4	10	(Estimated economy of Rs. 54,000 P. A.)  The Office of District Supply Officer/Town Rationing Officer and Deputy Town Rationing Officer (Rent Control) at Lucknow and Varanasi should be amalgamated. This would result in reducing the office strength to half and also result in reducing Inspectorate from five to three. Some of the work of the amalgamated office to be transferred by District Magistrate to other district offices	4—7 7—8
5	12	Travelling Allowance should be charged at the rates prescribed for Railway journeys by all officers of the organization irrespective of the fact that whether they travel by their own car or in cars the propulsion charges of which have been paid by them or by rail between stations that may be connected or not connected by rail (Estimated economy Rs. 25,000 P. A.)	8—10
7	14	Special pays and allowances which have been sanctioned were not justified beyond doubt on grounds of "arduousness of duties of unhealthiness of place of posting". All the special pays should be abolished—compensatory allowances particularly to the Salt and Liaison Officers' staff should be discontinued and the daily allowance ranging from As.10 per day to Rs.4-8 per day paid in addition to compensatory allowance at Rs. 175 per mensem and special pays stopped altogether. The rates of conveyance allowances too were high and should be reduced to half the present rates	
		প্রশাপ পার্বা	
8	6(4)	Part II—Food Organization  Reduction in the Secretariat Staff (i)—One third of the additional staff employed for Price Support Scheme may be done away with whenever the Price Support Scheme is given up	12—14
		(2) The staff at the Head quarters attached to the State Marketing Officer is unnecessary and should be reduced and personnel absorbed if necessary in the regions. This would result in an economy of Rs. 19,000 per annum.	, <b>}</b>
		3. The post of Public Relations Officer should be retrenched	See si. no 2 and page 3-4 of
	6(3)	Reduction of one Region—The Sub-Committee is strongly of the view that Government should take up the question of reduction of food regions to three by either amalgamating the contiguous regions of Lucknow and Kanpur or by re-allocation of the working centres of Lucknow to Meerut (e.g. hill centres may go to Meerut an vice versa (e.g. Agra coming to Lucknow) and similar re-allocation between other regions e.g., by reducing the Gorakhpur regions, eleven towns covered by be allocated to Lucknow and Kanpur regions. The Central Government had set up its own machinery for deliveries, etc. and an advantage of such offices should be taken by proper linking of our work. This will reduce the expenditure be Rs. 50,000 to Rupees one lakh per annum	n d d n it
10	5	Reduction of the Price Support Scheme Staff—In view of the unstable food situatio the committee has made no recommendations for the present	n 10
11	5 6 8 1	eduction in the regular Marketing Staff of Food and Civil Supplies Organization—soon as the abnormal conditions created by the recent floods, etc. have eased of third of the entire staff should be retrenched without detriment to the interest Sovernment work but in the present condition no immediate reduction is suggestince temporary and seasonal staff is apt to be corrupt, a nucleus staff which thould not be more than two-thirds of the present strength shall always have be maintained. This reduction would result in an economy of Rs. 50,000 nnum	-As of sted

Serial no.	No. of para. of the Report	Substance of the Recommendation	Page no. of comments
1	2	3	4
12	11	Reduction in the Number of Inspectors for Fair Price Shops in the Districts—The Sur Committee does not consider that the large number of Marketing Inspectors, on Marketing Inspector for Seven Fair Price Shops in KAVAL towns is justified. The number of shops under each Inspector should be increased and 20 per cent of the posts of Marketing Inspectors and the Deputy Regional Marketing Officer should be reduced. Supervision of Fair Price Shops should be done by District Supp Officer also.	ne he he id
13	6(2)	Making Temporary Staff Permanent—The Sub-Committee is of the view that t giving security of service to at least 50 per cent of the staff Government will g better work and greater efficiency from them and it would be possible to cut dow the staff by at least 20 per cent which would result in an economy of Rupees for lakhs per annum	et vn
14	8	Entrusting of duties of collection of food statistics to the Economics and Statistics Department Inspectors.—The Sub-Committee recommend that the posts of Statistic Inspectors and Regional Marketing Inspectors, etc., be amalgamated as there no point in keeping a large army of Senior Marketing Inspectors and Marketin Inspectors merely to furnish such statistical information as can be obtained either by the Revenue Staff or by the Economics and Statistics Department	al is og
15	9	Hill Supplies Scheme—The Sub-Committee suggest that the transport charges from the hill rail-heads to storage-cum-issue Godowns in the interior of hill district which are borne by Government should henceforth be made payable by the Comperative Societies to whom the foodgrains are issued for sale to consumers. This would result in an economy of Rs. 10,000 per annum	s, D-
16	7	Rigid control of Exports of Foodgrains from the U.P.—The Committee suggest —(That free marketing of wheat in the State may be stopped altogether, (2) that su plus foodgrains of this State particularly wheat should all be purchased by State Government; (3) that the entire surplus quantity so purchased should be placed the disposal of the Government of India for distribution by them to the deficiences in this State in case of emergencies and natural calamities	ir- tc at
		This would result in reducing a bulk of the staff of the Civil Supplies Organization	n.
17	13	Economy in Contingent Expenditure—Much wasteful expenditure on contingencies in the three offices of the Regional Food Controllers and Regional Marketing Officers and Regional Accounts Officer of a region can be reduced if the postage, tele gram and printing charges are centralized in the Regional Food Controllers office and the Regional Marketing Officer and Regional Accounts Officer are allowed to draw from the common pool. Huge expenditure on rent of buildings and godown can also be reduced appreciably if a review is made by the Department in consultation with Regional Food Controllers	g :- :c : 5



APPENDIX A

Statement showing expenditure incurred during the past seven years under the head" 63-Extraordinary Charges"

	147-48	1948-49	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55 (actuals)	1956-57 (Estimates)
ICharges in India									
3—Expenditure connected with supply work.—									
	S.	Rs.	R	ž	R,	R.	Rs.	æ	Z.
(a) Supplies	76,34,100	46,40,500	86,33,700	65,39,800	72,06,500	68,39,200	49,99,000	31,69,000	14,45,000
(b) (f) Food Rationing	82,40,000	41,03,100	81,66,800	007,72,77	71,65,500	72,58,300	45,41,300	9,05,000	19,19,000
(b (ii) Cloth Rationing	17,56,700	4,18,000	4,96,900	3,57,900	3,81,300	4,29,700	2,03,300	73,600	96,800
(b) (iii) Other Rationing	51,500	15,400	II.		:	:	:	:	:
(c) Administration of Hoarding and Profiteering Prevention Ordinance	26,600	55,400	000'96	94,200	1,24,900	:	:	:	:
(d) Iron and Steel Control	69,500	1,14,200	2,50,500	2,29,500	2,74,700	2,77,300	2,23,500	1,93,000	1,96,000
(e) Administration of Rent Control and Allied Acts	:	:	:	:	:	1,17,600	1,69,200	2,28,000	2,53,000
(f) Transfer to Capital Head "85-A"	:	:	:	•:	26,00,000	2,00,00,000	(figures not reported to A. G.).	d 2,00,00,000	:
(C) Administration of Yarn and Cloth Control Order	1,35,500	1,44,200	1,11,900	2,21,200	1,78,400	1,64,400	70,500	54,000	54,000
D-Administration of Paper Control Order	:	49,300	59,200	28,900	900	100	:	:	•
Il—Charges in England	25,200	16,800	12,900	92	:	:	:	:	:
Total	1,79,29,100	95,56,900	1,78,27,900	1,51,99,300	2,09,31,800	3,50,86,600	1,02,06,800	2,46,22,600	39,63,800

Statement showing expenditure incurred during the past seven years under the head "85-A-Capital Outlay"

							1947-48	1948-49	1949-50	.950-51	1951-52	1952-33	1953-54
-							Rs.		Rs.	RS.	Rs.	Rs.	. SS.
	4-Grain Supply Scheme	:	:	:	:	:	23,35,87,919	18,62,48,156	35,37,48,916	34,22,15,107	38,38,04,547	34,04,40,198	5,64,64,605
	B-Standard Cloth Scheme	:	:	:	:	:	48,817	315	519	1,92,101	254	. 1	:
	C-Other Miscellaneous Schemes	:	:	:	:	:	2,72,38,412	41,442	3,80,363	:		228	•
	(a) Gur Scheme	1	:	•	:	ē			:	:	:	:	:
_	(b) Oil/Oilseeds Scheme	1	1	:	:	त्यमे	6,67,194	6,38,951	9,042	:	10,183	:	•
_	(c) Charcoal Scheme	:	:	:	:	P P	355	200 H	:	;	:	:	:
	(d) Molasses Scheme	:	:	:	:	यने			;	:	:	. <b>*</b> .	:
	(e) Government Servants Grocery Supply Scheme	ocery Sup	ply Scheme	:	:	:	>	THE PARTY OF THE P	:	:	:	:	:
	(f) Cloth Scheme	:	:	:	:	:	•	:	;	;	:	:	:
	(g) Khandsari Sugar Scheme	:	:	:	:	:	70,68,169	1,53,07,301	73,458	3,397	;	:	•
	(h) Crystal Sugar Scheme	:	:	:	:	:	45,04,665	1,96,631	12,538	250	761	5,639	å •∌
	(i) Salt Scheme	1	1	:	:	1	3,86,802	3,00,757	1,01,384	2,590	:	400	•
					Total	:	27,35,02,333	20,27,33,533	35,43,26,220	34,24,13,445	38,88,15,745	34,04,46,465	5,64.64,605
j													

## APPENDIX B

## A-Expenditure connected with Supply Work

					Num		Budget estimates,
				•	1955-56	1956-57	1956-57
) Supplies—							
							Rs.
1. Pay of Officers			• •		43		2,72,000
2. Pay of Establishment	• •	• •	• •	• •	1,261	••	7,00,000
3. Allowances and Honoraria		••	••	••	• •	••.	55,000
<ul><li>4. Compensatory, dearness and cost of</li><li>5. Contingencies (Voted</li></ul>	or trying at	owances	••	• •	• •	••	2,28,000 1,40,000
Charged	••	••	••	• • • • • • • • • • • • • • • • • • • •	••	•••	50,000
6. Subsidy to Sugar Importers	• •		• •	••	••	**	• •
		۲V	oted				13,95,000
	To	tal, $(a)$	oted Charged	•••	•••	• • • • • • • • • • • • • • • • • • • •	50,000
) Distribution of Rationing (including I		-	nurgeu				
(i) Food Rationing—	ssue Gotto	vns,—					
1. Pay of Officers					61		2,15,000
2. Pay of Establishment	••	••	••	••	755	••	9,61,300
3. Allowances and Honoraria—							
(i) Travelling Allowance	_						2 00 000
(ii) Other allowances		COURS.		••	••	•••	20.00
4. Compensatory, dearness and	cost of livi	ng allowanc	es	••	••		2,64,80
5. Contingencies Voted Charged	The state of the s		<b>P</b> :			• •	1,78,00 1, <b>00,00</b>
	6	otal, (i) {	oted .		••		18,19,10 1,00,00
	1		Charged				
d) Iron and Steel Control—	1		*		_		
1. Pay of Officers	Teach		1	• •	5	• •	39,00
Pay of Establishment     Allowances and Honoraria	-			• •	98	••	92,00 11,00
<ol> <li>Allowances and Honoraria</li> <li>Compenatsory, dearness and cost</li> </ol>	of living a	lowances	1	••	••	• • • • • • • • • • • • • • • • • • • •	30,50
5. Contingencies	••	••	• •				23,50
		To	otal, (d)			••	1,96,00
e) Administration of Rent Control and	Allied Act	<u> </u>					10.00
Pay of Officers	• •	• •	• •	••	5 169	••	19,00 1,65,00
3. Allowances and Honoraria	••	• •		••		••	7,50
4. Compensatory, dearness and cost			••	••			50,00
		••	••		• •	• •	, 6,00 <i>5,00</i>
5. Contingencies $ \begin{cases} Voted \\ Charged \end{cases} $	• •	••	• •	• •	••	••	J,00
	•	Total, (e)	Voted	• •			2,47,50 5,00
		1	Charged	••	••	•	
(f) Transfer to the Capital Head 85-A-	-						
(IV) Details of Recoveries Adjusted in	the Accou	nts in redu	ction of Ex	cpenditu	re		
A -Expenditure in connexion wi	TH SUPPL	Works—					
(b) Food Rationing—							
(b) Distribution of Rationing							
(i) Food Rationing-							
Cost of staff engaged f		A C.L		red from	,		

#### APPENDIX C

#### I-Regional Food Controller, Meerut-

- (a) Present Staff-197 [Gazetted 6, Non-gazetted (Ministerial and Marketing) 108 and Inferior 83].
- (b) Annual cost (1955-56)—Rs.3,32,776 (R. F. C. Rs.91,113 M. M. O.—Rs.1,90,898 and R. A. O.—Rs.50,765).
- (c) Supplies received from Government of India (1955-56)—95,564 Mds. valued at Rs.13,37,896.
- (d) Local purchases (under P. S. Scheme 1955-56)-4,79,131 Mds, valued at Rs.47,90,008.
- (e) No purchase during 9 months (1956-57) and there will be no Procurement in the current financial year.
- (f) During the current financial year and main job to maintain the storage and despatch supplies to the destinations as ordered by the Government of India.

#### II-Regional Food Controller, Gorakhpur-

- (a) Present staff-151 [Gazetted 7, Non-gazetted (Ministerial and Marketing)-94, and inferior-50].
- (b) Annual cost—Rs.2,70,090 (R. F. C.—Rs.73,010, R. M. O.—Rs.1,24,120 and R. A. O.—Rs.72,960).
- (c) Quantity of wheat and gram purchases in the Price Support Scheme and their cost commissions and incidental charges for the year 1955-56 in the Gorakhpur Region.

TT-4-5 151								Mds.	sr.	ct
Total quantit	ty of Grain p	-						45,737	36	Q
	m	• •	••	• •	• •	••	• •	80		Ö
								Rs. a	ı. p	
(i) Cost of										_
Who Gra	eat m	••	••	••	••	• •	4	,57,379 480	_	0
(ii) Commiss	aoi	4.4	**	••	<b>0</b> :0	••		5,722	3	0
(iii) Incident	al Cartage, e	etc.	• •	••	••		••	3,257	10	0
			^	FIL	_	Total	4	,66,838	15	ō -
			G.		彩					
(d) Purchases mad	de by the Sta	ato Govern	nment in the	90ar 195	6-57 from	the Gorakhp	ur Regi	ion—		
			Mds.	srs. ch	9			Rs.	a. 1	٥,
Gram		4-4	4,935			charges with	com-	50,457	0	0
Barley			3,792	tea eur	mission Cost	• •	•••	1,444 35,837	0	_
Dalley	• •	• •	3,192		Incidental	charges with	com-			
			05:115		mission	••	• •	1,446	U	Ų
(A What in the state of	-C 5376			प्रमेव जय		Total	.,	89,184	<del></del>	
(e) The quantity Gorahkput Total quantity	r Region. By of wheat d		luring the la	ast Fair P Fair Price !	rice Shop s Shops run i	Scheme during the last Fa	ir <b>P</b> rice	year 195	5-56	 i:
Gorahkpui Total quantit Shops	r Region. By of wheat d Scheme	lisposed of	luring the l	ast Fair P	rice Shop !	Scheme duri		year 195	5-56	 i:
Gorahkpur Total quantit Shops Staff deputed	r Region. by of wheat d Scheme for supervi	lisposed of	luring the last through F	ast Fair P Fair Price !	rice Shop S Shops run i	Scheme during the last Fa	ir Price	year 195	5-56	 i:
Gorahkpui Total quantit Shops Staff deputed Acc	r Region.  ry of wheat described to Scheme  for superviountant	lisposed of	luring the l If through F	ast Fair P. Fair Price !	rice Shop s Shops run i	Scheme during the last Fa	ir <b>P</b> rice	year 195	5-56	 i:
Gorahkpui Total quantit Shops Staff deputed Acc	r Region.  y of wheat described in Scheme  for superviountant  ior Account	disposed of sion— 	luring the last through F	ast Fair P Fair Price !	rice Shop s Shops run i	Scheme during the last Fa	ir Price	year 195	5-56	 i:
Gorahkput Total quantit Shops Staff deputed Acco	r Region.  Ty of wheat of Scheme  I for superviountant  To Account Controller, 1	lisposed of sion— s Clerk Lucknow—	luring the last through F	ast Fair P.	Shops run i	Scheme during the last Fa	ir Price	year 195 : Md 97,8	i5-56 ls. si 78 36	 i:
Gorahkpui Total quantit Shops Staff deputed Acco Juni —Regional Food (	r Region. by of wheat of Scheme i for supervi- countant ior Account Controller, I Gazetted	disposed of sion— s Clerk Lucknow— 8, Non-g	f through F	ast Fair P.	Shops run i	Scheme during the last Farence of the last Far	ir Price	year 195 Md 97,8	i5-56 ls. si 78 36	 i:
Gorahkput Total quantit Shops Staff deputed Acco Juni —Regional Food ( (a) Present staff—	r Region. by of wheat of Scheme i for supervi- countant ior Account Controller, I Gazetted	disposed of sion— s Clerk Lucknow— 8, Non-g Rs.3,50,96	ff through F gazetted (M	ast Fair P	Shops run i	Scheme during in the last Fa	ir Price  1  1  and in  Rs. a.	year 195  Md 97,8  ferior 8:	i5-56 ls. si 78 36	 i:
Gorahkput Total quantit Shops Staff deputed Acco Juni —Regional Food ( (a) Present staff—	r Region. by of wheat of Scheme i for supervi- countant ior Account Controller, I Gazetted	tisposed of sion— ts Clerk Lucknow— 8, Non-8 Rs.3,50,96 R. F. C R. M. C R. A. C	fi through F gazetted (M 63-3-0 C C	ast Fair P	Shops run i	scheme during the last Fa	ir Price  1  1  and in  Rs. a.  100 8  967 6  189 5	97,8  ferior 82  p. 0 0 0	i5-56 ls. si 78 36	 i:
Gorahkpur Total quantit Shops Staff deputed Acco Juni —Regional Food (  (a) Present staff—  (b) Annual Cost	r Region. by of wheat of Scheme i for supervi- countant ior Account Controller, i [Gazetted] (1955-56)—	disposed of sion— s Clerk Lucknow— 8, Non-g Rs.3,50,96 R. F. C R. M. G R. A. C A. R. A	ff through F gazetted (M 53-3-0 C O O O O	ast Fair P.  Fair Price ! Innisterial	Shops run i	Scheme during in the last Fare seeing 120 ceting 120 ce	ir Price  1  1  and in  Rs. a.  100 8  967 6  189 5	97,8  ferior 82  p. 0 0 0	i5-56 ls. si 78 36	 i:
Gorahkput Total quantit Shops Staff deputed Acco Juni —Regional Food ( (a) Present staff— (b) Annual Cost	r Region. by of wheat of Scheme i for supervi- countant ior Account Controller, i [Gazetted] (1955-56)—	disposed of sion— s Clerk Lucknow— 8, Non-g Rs.3,50,96 R. F. C R. M. G R. A. C A. R. A	ff through F gazetted (N 63-3-0 O A. O, of India	ast Fair P	shops run i	scheme during the last Fare  ceting) 120 71,3 1,95, 38,4 44,2	1 1 and in Rs. a. 800 8 67 6 689 5 206 0	97,8  ferior 82  p. 0 0 0	i5-56 ls. si 78 36	 i:
Gorahkpur Total quantit Shops Staff deputed Acco Juni —Regional Food (  (a) Present staff—  (b) Annual Cost	r Region. by of wheat of Scheme i for supervi- countant ior Account Controller, i [Gazetted] (1955-56)—	disposed of sion— s Clerk Lucknow— 8, Non-g Rs.3,50,96 R. F. C R. M. G R. A. C A. R. A	fr through F   gazetted (N 63-3-0 C O O O O O O O O O O O O O O O O O O	ast Fair P. Fair Price S   Sair Price S   S	shops run i	scheme during the last Fa	1 1 and in Rs. a. 800 8 967 6 189 5 206 0	97,8  ferior 82  p. 0 0 0	i5-56 ls. si 78 36	 i:
Gorahkput Total quantit Shops Staff deputed Acco Juni —Regional Food ( (a) Present staff— (b) Annual Cost  (c) Supplies receive (1955-56) (1956-57)	r Region. by of wheat of Scheme i for superviountant ior Account Controller, i [Gazetted (1955-56)—  ved from Go	disposed of sion— s Clerk Lucknow— 8, Non-8 Rs.3,50,96 R. F. C R. M. C A. R. A	fi through F gazetted (M 63-3-0 C O of India 2,65	ast Fair P. Fair Price S  Innisterial 3,319 mds.	shops run i	scheme during in the last Farman	1 1 and in Rs. a. 600 8 967 6 189 5 206 0 89-12. 50. Rs.	97,8  ferior 82  p. 0 0 0	i5-56 ls. si 78 36	 i:

.. 6,30,686 0 0

63,81,432 0 0

Total

# APPENDIX D Non-Gazetted Staff of the Provincial Iron and Steel Controller, Kanpur

				711100000	Number of posts	Scale of pay
I-Administration and	Accounts S	ection				
1—AccountantTr	easurer	••	••		1	Rs.160—15—280—E.B.—20—400 plus a special pay of Rs.30 per mensem if held by Secretariat Upper Division Assistant otherwise Rs.85—6—145.
2—Assistant 3—Clerk	••	••	••		1	Rs.85—6—145. Rs.60—3—90.
II—Provincial Iron and	Steel Con	troller's	Office—M	inisterial	Staff-	
1. Head Assistant		••	••	••	1	Secretariat U. D. Assistant scale plus special pay of Rs.40 per mensem if held by a Secretariat Assistant otherwise Rs.100—8—140—10—170.
2. Head Clerks					3	Rs.150—10—200.
3. Assistants	ا د د د	•:	• •		17	Rs.85—6—145.
<ol> <li>Assistants for S</li> <li>Clerks for Soft</li> </ol>	oft Coke w	ork .	• •	• •	1	Rs.85—6—145,
6. Clerks for Soft	Coke Motk		• •	• •	1	Rs.60—3—90—4—110.
7. Stenographers	• •	• •	••	• •	10 2	Rs.60—3—90—4—110. Rs.75—4—95—5—150,
III.—Inferior Staff—						
1. Daftari					1	Rs.32137.
2. Farrash	••	• •	• •		i	Rs.27—1—37. Rs.27—1—32.
3. Office Peon		• •	•••	••	12	Rs.27—1—32.
4. Sweeper		••	••	• • •	-1	Rs.27———32.
5. Chaukidar	••	••	• •	••	1	Rs.27———32. Rs.27———32.
Non	-Gazetted	Staff	of the Lia	sion O	fficer (Ir	on and Steel), Calcutta
1. Head Assistant					1	Rs.100814010170.
<ol><li>Assistants</li></ol>	• •		-	F5 31	7	Rs.8051006130.
3. Clerks			5	1000	52h	Rs.60-3-90.
4. Stenographer	• •	• •	(2568)	100	535b	Rs.75—4—95—5—150.
5. Office Peons	••	• •	98		2	Rs.25—1—30.
		Ga	zetted Staj	g .		
1-Provincial Iron a	and Steel Co	ontroller	}	A ITTA	Ţ	1
2—Deputy Provincia	ai Iron and	Steel Co	ntrollers	214 11	11	2
3—Assistant Provin 4—Liaison Officer			COULTOHERS	Mariah, Jah	0.00	2
· minionit Autofit	(1. w 13.7) C	MIAMP <b>IN</b>	17500	11888	1721-6	1

## APPENDIX E

Statement showing the receipt and despatch in the Rent Controller's Office during the months from April, 1955 to December, 1956 month-wise

						Number of papers received	Number of papers despatched	Tota
April 1955						318	236	554
May, 1955	••	•••	• •	••	• •	381	213	594
June, 1955		• • • • • • • • • • • • • • • • • • • •	• • •	• •	••	372	209	581
July, 1955	••	• • •	•••	• •	• • •	434	241	675
August, 1955		• • •	• • •	• •	••	375	245	620
September, 19:	55	• • •		•••	• • • • • • • • • • • • • • • • • • • •	371	221	592
October, 1955			•	• • • • • • • • • • • • • • • • • • • •		235	172	407
November, 19:	<b>5</b> 5	••	••	•••	••	252	161	413
December, 195	55	•••	••	• • • • • • • • • • • • • • • • • • • •		261	154	415
January, 1956		• •	• •	• • •	• • • • • • • • • • • • • • • • • • • •	312	218	530
February, 1956	6	• •		• • •		334	206	540
March, 1956		••	••	••		300	216	516
				Total		3,945	2,492	6,437
April, 1956				••		299	171	470
May, 1956		• •		• •		282	209	491
June, 1956	• •	• •		• •		380	189	569
July, 1956	• •	• •	• •	• •		430	229	659
August, 1956	.;·	• •		• •	• •	275	160	435
September, 19:	00	• •		• •		315	241	556
October, 1956		• •	• •		••	319	208	527
November, 19:		• •	• •	••	• •	311	212	523
December, 195	0	••	• •	• •	• •	297	254	551
				Total		2,908	1,873	4,781

APPENDIX F

List of Officers and Officials under the Administrative Control of Food and Civil Supplies Department who are in receipt of Special Pay and Other Allowances

Designation	Special pay	Compensatory Allowance	Daily Allowance	Conveyance Allowance	Remarks
Regional Food Controllers of Lucknow, Meerut, Kanpur and Gorakhpur Regions.	Rs.300 per month each.	:	:	:	
Provincial Marketing Officer (F), Uttar Pradesh	Rs.200 per month.	:	:	:	The special pays and Compensatory allowances have been sanctioned with the concurrence of Finance Department. In the case of Salt Stoff model outside the Stoff the conception of declaring their station.
Regional Accounts Officers, Lucknow, Meerut, Kanpur and Gorakhpur	Rs.100 each per month.	;	:	:	of Daily Allowance is being considered and will probably be given of Daily Allowance is being considered and will probably be given affect to it decided mon from January 1 1957. Besides them
Regional Marketing Officers, Lucknow, Meerut, Gorakhpur and Kanpur.	Rs.100 per month.			:	at the rate of Rs.300 per mensem. Since they are under the administrative control of Appointment (A) Department they are
Deputy Regional Marketing Officer (Salt), Sambhar Lake	মণ গ	Rs.175 per mensem.	Rs.4-8 per day	: :	dealing with the proposal to reduce the amount of special pay from Rs.300 to Rs.150 per mensem.
Senior Marketing Inspector (Salt), Sambhar Lake	યત <del>.</del>	Rs.90 per mensem.	Rs.3 per day	:	
Marketing Inspector (Salt), Kandia and Khargoda	٠	Rs.55 per men- sem Rs.55 per mensem.	Rs.2-1 and Rs.1-8 per day.	:	·
Clerk to D.R.M.O. (Salt)	·	Rs.55 per mensem.	Rs.1-2 per day	:	:
Peon to D. R. M. O. (Salt)	·	Rs.35 per mensem.	:	:	÷
Poon to S. M. I. (Salt)	•	Rs.35 per mensem.	As.10 per day	į	·

	200 Bulletini		•	Special pay	¥	Allowance	Allowance	Allowance		Remarks
Regular Staff of S. M. Is. and M. Is.	M. Is.—						:	Rs.4	:	:
7 S. M. Is. and 12 M. Is. in Lucknow Region	cknow Region	:	:		:	:	:	Rs.3	Der P	Proposal for granting cycle allowance of Rs.3 per mensem to the
5 S. M. Is. and 16 M. Is. in Varanasi Region	ranasi Region	:	:		:	:	:	sem		Marketing Inspectors working under Price Support Scheme is under consideration of Government.
5 S. M. Is. and 11 M. Is. in Meerut Region	zerut Region	:	:		:	:	•			
5 S. M. Is. and 9 M. Is. in Kanpur	npur		:		:	:	•			;
2 S. M. Is. attached to P. M. O. (F)	(F)	:	:		:	:	:	Rc 25	į	;
Assistant Regional Food Controllers, Lucknow, Kanpur, Meerut	ntrollers, Lucknow,	Kanpur, Me	Serut		:		:	en eg		:
And Columbia from and Steel Controller Ultar Pradesh	 rel Controller Uttar I	radesh		75 per	3	6	A STATE OF THE PARTY OF THE PAR	Rs.80 mensem.	<u>_</u> _	
		1	۰ ۲	Ė	Hell 나라	II THE		Rs.50	ber ]	
Assistant Provincial Iron and Steel Controller, Uttar Pradesh	teel Controller, Uttar	Pradesh	¥ ~ :	Ks./> pr mensem.			000		bet -	
L. O. L. (Land S) Calcutta	:	:	:		Rs.200	Rs.200 per mensem.		mensem.	: ;	·
Head Clerk (L. O.) (1 and S) Office	ffice	:	:		Rs.20	ts.20 per			<u>~</u> _ :	The allowances to these officers and officials have been allowed in consultation with Finance Department (G-1) and (G-2).
Assistants (L. O.)	:	:	:		Rs. 20	ks.20 per	3			
Clerk (L. 0.)	:	:	:		Rs.10	Ss.10 per	: :			
Stenographer (L. O.)	:	:	:		Rs.10	ks.10 per	: ;			
Peon (L. O.)	:	:	:		Rs.5	ts.5 per	:		•	
5 Chief Inspectors	:	:	:		:	:		Rs.3 Cycle		Ditto.
41 Senior Inspectors	:	:	:		:	:	:	Allowance		
73 Junior Inspectors	:	:	:		:	:				
District Supply Officers, Agra, Kanpur, Varanasi, Lucknow, Allahabad Rs.100 mense	Kanpur, Varanasi, Lu	ıcknow, Allal	habad R	Rs.100 ps mensem each.	per h.	:	:		:	The special pay has been sanctioned with effect from 1st August, 1956 with the concurrence of Finance (G-1) Department.
District Supply Officers, Meerut, Bareilly, Moradabau, Saharanpur, Dehra Dun, Aligarh, Rampur, Gorakhpur, Jhansi, Mathura, Shahiahannir.	rut, Bareilly, Morada ur, Gorakhpur, Jhans	abuu, Sahara i, Mathura, S	npur, Shah-		:	:	:	Rs.40 per mensem sem each.		The conveyance allowance has been sanctioned with effect from 1st August, 1956 with the concurrence of Finance (G-2) Department.

#### Report on Government Precision Instruments Factory, Lucknow

The Factory was established in 1950 for the manufacture of Water Meters, Microscopes and other Precision Instruments and went into production in 1952. The present production of water meters exceeds 1,000 pieces per month, including ½" Inferential Dry Dial water meters of Horizontal and Vertical type and 3/4" and 1" Dry Dial water meters of Horizontal type. 32,451 water meters had been produced until February, 1955, of which 30,039 were sold to Water-works all over the country and to the Defence Department of the Government of India. The Factory holds exclusive Rate Contract of the Directorate General of Supplies and Disposals, Government of India, for 1/2", 3/4" and 1" water meters. In view of the recent increase in the demands, for water meters, a substantial expansion of the Factory has been considered necessary and to meet the growing demand, it is proposed to shift the Factory to a bigger premises and expand it to almost four times its present capacity, during the period of Second Five-Year Plan. The expansion programme is scheduled to be implemented, as far as possible, during 1956-57.

- 2. Manufacture of Microscope was hitherto continued on a modest scale although the present capacity for production is 200 microscopes annually. Until February 1955, the factory produced 295 microscopes of which 171 were sold to Medical Institutions, Universities and Colleges. Manufacture of Dissecting Microscopes and cheaper models of Student Microscopes will be taken up shortly. Orders for Microscopes have also been received from other State Governments.
- 3. The factory employs nearly 200 Craftsmen who have all been trained within the Factory. It entertains at a time 25 Trade Apprentices who, on completion of their training, are absorbed as Craftsmen. They are paid a stipend of Rs.25 per month during the training period. The Factory also gives practical training to three Engineer Apprentices from the Government Technical Institute. Thus, the training of Trade and Engineer Apprentices is interlinked with commercial operations.

The machine tools employed are largely of foreign manufacture and some tools like Gear, Hobs conforming to certain modules have also to be imported. In raw materials, M. N. S. Nickel Sections used in the manufacture of Transmission Clockwork in water meters, Ebonite Sheets and certain grades of impervious Bakelit Moulding Powders have to be imported. Indigenous manufacturers are being technically assisted and encouraged to take up their manufacture as quickly as possible and it is hoped that the import of raw materials will be very much curtailed in the near future.

#### Sales Organization

4. The Sales Organization comprises Selling Agents with territorial jurisdiction in the Indian Union. They book orders on the factory and also effect counter-sales. They are remunerated on a commission basis. Sales in Uttar Pradesh and supplies against orders of the Directorate General of Supplies and Disposals, New Delhi, are made directly from the factory and no commission is paid on such sales. The amounts of expenditure incurred on commissions paid to Selling Agents during the last two years, are as follows:

Year			J.	SEAL FIRM	<u> </u>			Rs.
1954-55	••	••	(E)	Y CONT	6)		••	3,510
1955-56	••	••	"		100	••		7,495

A list of Selling Agents is appended herewith as also a statement containing terms for Selling Agencies.

5. The factory is in the charge of Engineer-Manager who exercises technical as well as administrative control under the general supervision of the Director of Industries. He is also the drawing and disbursing officer and is empowered to make appointments in the work—charged establishments and sanction expenditure to the extent of Rs.400. On the technical side, he is assisted by a foreign Technician and two Assistant Engineers as Sectional Officers. On the finance side, he is assisted by an Assistant Accounts Officer. The non-gazetted staff includes one Foreman in the machine shop, one Assistant Foreman in the Assembly Shop, one Foreman in the Inspection Section and one Chargeman for Stores and Drawing Office. The Statement "A" appended to this report shows the staff sanctioned for the Factory in 1950 and that sanctioned for the current financial year. It is difficult to say whether any part of the staff is superfluous and can be retrenched in view of the expansion of Factory which has been provided for in connexion with the Second Five-Year Plan. The present number of inferior servants, e.g., Store-helper, Dafadar and Daftari, Chaukidars etc. is excessive and is capable of reduction by one of each category.

The Factory works on the Budgetary Control system, all expenditure being debited to the Account Head "43—Industries—A—Industries—(d) Miscellaneous (vii) Preliminary Survey of Large Industries—(b) Precision Instruments Factory", and receipts are credited under the head "XXXII-A. Industries—Industries—C—Other receipts—Government Precision Instruments Factory, Lucknow". The annual balance-sheet is drawn on the form approved by the Accountant General and is submitted to Government after the checking of the special audit of the Accountant General. The daily accounts are maintained in accordance with the civil system of accounting. The factory accounts are maintained on the work order system where a work order is opened for every job done in the factory. Against every work order, one or more job cards are opened in accordance with the components to be manufactured and against each Job Card, Operational Job Cards are maintained for different operations. The materials and labour employed on each job is thus fully entered in the Job Cards. The job accounts are also maintained in the Accounts Section from the monthly statements supported by Issue Vouchers from the Stores and Labour allocations received from the Factory. These are reconciled periodically with Work Orders. The depreciation of machinery is worked out directly by maintaining Machine Operation Cards for each

machine. In this card, the jobs done on the machine and also the time spent on them is entered taily. Thus, the depreciation is calculated directly in accordance with the life and the working hours of the machine. The factory overhead charges are calculated every month as a percentage of productive labour.

The planning of components on the Machine-shops is done by the Inspection Section and every component goes to the Inspection Section after every operation. The Assembly Section draw components from the Components Stores on requisitions, and have to return the assembled articles along with rejected components, if any, to the Inspection Section.

The Factory workers and Craftsmen in the Machine shop and Water Meters Assembly Sections are remunerated on the piece-work System with a guaranteed minimum wage. The workers in the Microscopes Assembly Section, Maintenance and Test Plant, are paid on the Time Rate System with fixed daily wages for a working day of eight hours. The attendance of all the workers is kept on the Punch Card system in which a worker punches his card at the time of entrance, interval and exit, in a Punching Clock and the time is marked on the Card by the clock.

#### Profit and Loss

6. The following figures will show the Profit and Loss from 1950 onwards on the working of the Factory:

Year							Net Profit(+) or loss(—)
From 1950	up to 1953	• •	••	••		••	Rs. () 3,79,516
1953-54	••	••	••	••	••	••	(—) 56,611
1954-55	••	••	• •	••		••	(+) 47,132
					То	tal loss	3,88,995

Besides the above losses, there is an item "Preliminary Expenses" of Rs.5,49,293, comprising (i) Pay of 8 Foreign Technicians, (ii) passage money and retainer paid to the Technicians, (iii) Salary of the staff and (iv) Miscellaneous expenses including wages not charged to work orders till February 29, 1952, appearing in the Balance-sheets of the Factory Account for 1952-53, 1953-54 and 1954-55, which means the unproductive expenses in the first two years since the Factory was created. This item thus is in the nature of a loss to the Factory and when added to the net loss of Rs.3,88,995 up to the end of 1954-55, the total loss up to March 31, 1955 amounts to Rs.9,38,288. The question of write-off of these losses is reported to have been taken up with the Finance Department who advised that losses are written-off as and when they actually take place and not on the basis of the Profit and Loss Accounts. The Finance Department have, however, advised to appoint a suitable agency to go into the matter and suggest safeguards against further losses. It is now understood that the entire question of write-off of the past losses and that of preventing future losses is engaging the attention of Government.

The Committee feel that the system of writing-off the losess is not in keeping with the commercial practices and if the Government Precision Instruments Factory is to develop as a commercial institution, normal commercial practices of carrying forward the losses should be adopted in Government Institutions also. Even to assess the future progress of the factory, the accounting of the losses incurred so far will be no hindrance.

The capital at cost, as on March 31, 1955 is Rs.29,20,000. At the rates of 4 per cent the interest on this would amount to Rs.1,16,000. Had Rs.10,00,000 not been written-off, the capital at cost would amount to Rs. 39,20,000 which would mean Rs.1,56,000 by way of interest. The actual of the year 1954-55 was only Rs.47,132. The rough calculation of the profit for the year 1955-56, according to the Accounts Officer is Rs.73,480 (Balance-sheet not yet ready), after accounting for the interest charges on investment of Rs.1,50,000 and also Rs.5,000 towards Audit and Accounts charges (herein the interest has been calculated at 4½ per cent whereas for the future Government has ordered the calculation of Interest for all State enterprises at 4 per cent). Therefore, the capital at charge is fully covered by the factory and there is a profit of Rs.73,480.

If on the other hand, the rough sum of Rs.10,00,000 had not been written-off (for the purpose of Balance-sheet, the amount is written-off) then the profit of Rs.73,480 will be lower by Rs.45,000 thereby having a net profit of only Rs.28,480.

The budget for the year 1956-57 anticipates a net profit of Rs.1,42,000 after providing for the payment of interest at the rate of 4 per cent and also depreciation both of which are expected to absorb at least Rs.2,06,000. Under the circumstances, the Committee wonder why Rs.10,00,000 of the capital should be written off. Even if this amount of Rs.10,00,000 is not written-off, the Precision Instruments Factory would be, for the year 1956-57 showing a profit of over 3 per cent. Then where is the need for writing off and showing a profit of over 4 per cent.

We have discussed with the Engineer-cum-Manager of the Precision Instruments Factory and convinced him that the retention of the amount of Rs.10,00,000 as part of the capital at cost would not in any way effect the price structure of the products of the factory. He agrees with us.

Why are we insisting on the retention of this Rs.10,00,000 as part of the capital without allowing it to be written-off is, because of our desire to take away the sting of the criticism from the private sector that we had written-off any portion of the capital. Further, our State will be able to show that this factory is able to pay a substantial dividend for the Investment of the State in addition to the payment of interest on Capital at 4 per cent besides the scheduled depreciation charges.

We are equally anxious that the investments programmed for under the Second Five-Year Plan should be watched carefully stage by stage, so that the interest on further investments is assured to the State by making fullest use of machinery installed without any delay. This postulates planning step by step.

Against the losses mentioned above, the following figures show the total investments up to 1954-55 year-wise, since inception, amounting to Rs.38,76,137:

Year								Amount of Investments
								Rs.
1949-50	••			••		••		2,12,273
1950-51	••			• •		• •		11,49,420
1951-52				• •				9,46,605
1952-53								5,39,975
1953-54								4.71,978
1954-55	••	••	••	• •	• •	••	• •	5,55,886
						Total		38,76,137

The total losses up to 1954-55, therefore, work out to 22 per cent of the total investments up to that year and are by all standards unprecedented and unjustifiably heavy. Against the actual investments totalling Rs.8,36,548 in 1955-56 it is understood that the net profit that year is expected to amount to Rs.60,000. The Balance-sheet for 1954-55 shows that the outstanding charges against sundry debtors amount to Rs.3,70,190. The outstanding charges at the end of March, 1956 are reported to amount to Rs.2,41,367. A certain portion of the unrealized arrears, it is presumed, will require to be written-off as bad debt. Presuming that about 50 per cent of Rs.2,41,367 remains unrealized and is to be ultimately written-off as bad debt, then the loss to Government will be Rs.1,20,000 (round) and the grand total of losses on all accounts will be (Rs.9,38,288—Rs.60,000 plus Rs.1,20,000) or Rs.9,98,288, that is Rs. 10 lakhs (round) up to the end of 1955-56.

#### Production and Sales of Water Meters and Microscopes

7. In order to compare the annual production and sales of the water meters and microscopes, the only two precision instruments manufactured in the factory, the following figures obtained from the Factory will speak for themselves:

Year		Water Meters Production	Sales	Microscopes Production	Sales	Remarks
1949-50 1950-51 1951-52 1952-53 1953-54	••	424 3,627 6,801	418 1,851 3,000	  54 112	  4 2	
1954-55 1955-56 up to February, 19	)56).	9,883 11,716	9,991 14,789	97 32	29 136	••
Per cent	••	32,451	30,039	295	171	Balance in hand of (i) Water Meten 2,412 and (ii) Microscopes 124.

The balance in hand of unsold water meters and microscopes thus is still very high and it cannot be said that the demand has outstripped the present productions.

#### Cost of Production and Sale Price of Water Meters

8. The average cost of production and the average sale price of each water meter during the last three years is reported to be as follows:

Year						Cost o	Sal	e price
						Rs. a.	Rs.	8.
1953-54	••	••	••	••	••	66 9	61	5
1954-55	••	••	••	••		59 2	61	5
1955-56	••	••	••	••	••	53 11	61	5
							Dry Meter Sale and 1 are	/2" Inferential Dial Water only, The price of 3/4 Water Meter Rs.78-8 and 8 on average

It would appear that up to 1953-54 the cost of production exceeded the sale price of water meters thus involving Government in loss every year. It was only in the year 1954-55 that the sale price exceeded the cost of production by Rs.2-3 per water meter.

A Statement is appended with this report showing the comparative prices of English and other foreign made water meters at which their Indian Distributors are selling in this country. At least one English and one French made water meter are selling at prices lower than those manufactured in the Government Precision Instruments Factory, Lucknow. The cost of production of water meters should be lowered appreciably in order to make the sale price of our water meters more popular, without of course impairing their efficiency in any way.

#### Cost of Production and Sale of Microscopes

9. The Microscopes, as their sales figures in paragraph 7 of this report show, have not been in very great demand, except in the current financial year, which cannot be considered as normal or indicative of continued high demand in the future. The sale prices and their cost of manufacture quoted below indicate that they are rather high and it explains why there is still a large balance of unsold microscopes:

Particulars	Materi plus Sta opti	nda	rd	Direc Labor			Direct la plus 32; nt over	5 pe	r	The tota of manufa			Sale	pri	ce
Missessess Student tune mith Disc	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.
Microscopes Student type with Disc. Diaphgram	136	8	0	78	2	3	333	1	6	468	9	6	450	0	0
Microscopes Student type with Iris Diaphgram and condenser Microscopes Research type with Cir-	167	15	0	82	1	9	348	15	6	516	14	6	490	0	0
cular table	281	13	6	123	14	-3	526	8	0	808	5	6	975	0	0
Microscopes Research type with me- chanical stage	288	0	0	142	11	9	627	14	0	915	14	0	1,075	0	0

The above statement shows that excepting Research type the other two types of microscopes are being sold at prices lower than their cost of manufacture. The Government are thus sustaining a loss of Rs.18-9-6 and Rs.26-14-6 per Microscope of the two types. Steps should be taken to lower the cost of manufacture of Microscopes by reducing the overheads, wherever possible, so as to prevent the loss to Government on account of the sale of microscopes.

#### Summary of Recommendations

In order to increase the production capacity of the Factory from 15,000 Water Meters and 200 Microscopes annually to 36,000 water meters and 300 microscopes annually a sum of Rs.13 lakhs (Rs.12.55 lakhs capital and Rs.45 lakhs revenue expenditure on staff) has been provided in the Second Five-Year Plan with the approval of the Planning Commission for expansion of the factory and a sum of Rs.9.30 lakhs has been provided for in the budget for 19,56-57 for expansion and shifting of the factory to a new site and Rs.3,500 provided for in that budget for extra staff to cope with the increased works in the factory. In these circumstances, it is not possible to recommend any reduction in the present complement of staff without detriment to efficiency. Nevertheless, the present number of inferior servants, e.g. Store Keepers, Dafadar, Daftari and Chowkidars, etc. seems excessive and is capable of reduction by one of each category.

- (2) Government have suffered a total net loss of Rs.9,98,288 in the working of the Factory up to March 31, 1956. The question of write-off of the past losses as also that of taking suitable measures for preventing likely future losses should be settled as early as possible.
- (3) The balance in hand of unsold water meters and microscopes up to the end of February, 1956 (viz.2,412 and 126 respectively) is still very high and it cannot we definitely said that the present production cannot cope with the demand if the factory fulfils its promise of annual production capacity of 15,000 water meters which it has not done so far in any one of the years up to and including 1955-56, it can easily meet the demand of Rs.22,971 water meters vide Statement "C" which are reported to be still pending.
- (4) The cost of production of water meters and practically of the microscopes should be lowered appreciably in order to make their sale price more popular than at present. This can be done by reducing the overhead expenses at all stages.
- (5) A real effort should be made to train the Assistant Engineers, who should be offered a suitable pay in the pay scale of Rs.250—850, so that further retention of the foreign hand as workshop In-charge at the fixed pay of Rs.1,300 per month may not be necessary.
- (6) The Sub-Committee are not satisfied with the pace of progress of the Factory nor are they satisfied with the system of accounting which permits the wiping off of losses and the creation of a look of artificial prosperity for the year 1955-56 something unheard of in commercial houses. Equally so, the Sub-Committee are not satisfied with the rate of production in relation to the capacity of the factory. Certain machinery has been stated to have been sold as unnecessary. The reason for their purchase is not clear. In the process of expansion which is now to take place, a similar mistake must be avoided, namely purchase of unnecessary machinery. In our conversation with the Manager-Engineer we found that with increased production the cost of the water meter would be lower and consequently their selling price also could be made lower. An effort must be made to ensure lower prices in the coming years and thereby make a mark which would help the Government Precision Instruments Factory to retain its monopoly of to day. With the enlargement of the Factory during the Second Five-Year Plan period this Precision Instruments Factory must be made a model State enterprise of the Uttar Pradesh.

#### ANNEXURE "A"

Selling Agents for the sale of Water Meters for the year 1956

Name oj Agen	if .	Territory unoneu
Manua Din Sain Amand R. Co.	James Tawi Vachmir India	Iammu.Kashmir

1.	Messrs. Bir Sein Anand & Co., Jammu-Tawi, Kashmir, India	L
•	Manage Provided Tomas & Co. (India) & Pearey I al Buildi	00

. .

Messrs. Nava Bharat Machineries Ltd., Mirza Ismaeel Road, 3.

Messrs. Abdul Hussain Mulla Alabuxji, Itwari Bazar, Nagpur—2.

Messrs. General Traders, Zevar Niwas, Punch Nath Road, 5.

Messrs, Sharma Brothers, 1951 Regd. Near High Court, Lashkar, б. Gwalior 7. Messrs. D. H. Brothers Ltd., Latouche Road, P. O. Box, 197,

Kanpur Messrs. Vasi Shums & Co. Private, Ltd., Vasi Building, 165-167, Nagdevi Street, Bombay 8.

Messrs. Udaya Raf Singh, Government Contractor, Chandra-nagore, West Bengal

Messrs. Jairam Das & Sons, 111-110. Silver Jubilee Park Road, Bangalore

Jammu-Kashmir.

Delhi, Subs. Punjab and Pepsu.

Tauritana allatted

.. Rajasthan and Madhya Bharat.

Saurashtra and Central State.

Vindhya Pradesh and Bhopal.

Bengal and Assam.

Madhya Pradesh.

Bombay Pradesh.

Bihar, Orissa and Chandranagore.

Hyderabad, Mysore, Madras, Travancore-Cochin.

### ANNEXURE "B"

Selling Agents for the sale of Microscopes for the year 1956

#### Name of Agent

Territory allotted

1. Messrs. D. J. Brothers Ltd., 138 Canning Street, Calcutta—1.. Bengal and Assam. 2. Messrs. Hargolal & Co. Hargolal Building, Hargolal Road, Punjab, PEPSU, Himachal Pradesh, Jammu and Kashmir.

3. Messrs. Agarwal Chaudhery & Co., Ramsagarpaya, Raipur, M. P.

4. Mossrs. Scientific Apparatus and Chemical Works, Kankariya Building, outside Jalori Gate, Jodhpur

5. Messrs. Oriental Importers and Exporters, P.B. No. 36, Sarrafa Bazar, Laskar, Gwalior ...

6. Messrs. General Traders, Zevar Niwas, Punchnath Road, Rajkot, (C. S.)

Orissa and Madhya Pradesh.

Rajasthan.

Madhya Bharat.

. Gujrat, Saurashtra and Kutch.

Terms for selling agencies of ½", 3/4" and 1" Water Meters and their parts manufactured in the Government Precision Instruments Factory

- 1. Upon an application made in that behalf an Agent may after such enquiry as may be deemed proper be appointed by an order in writing by the Director of Industries, Uttar Pradesh, Kanpur.
- 2. The Agencies shall be allotted on regional basis, and the territory of an Agent shall not ordinarily exceed two continuous States, but the Director of Industries, Uttar Pradesh Kanpur, may however, in his discretion make such variation as he may consider necessary in the matter.
- 3. The Agent shall within 15 days of his appointment furnish a security of Rs.500 in cash by a Post Office Saving Bank Account pledged to the Engineer-Manager, Government Precision Instruments Factory, Uttar Pradesh, Lucknow or a demand draft of a schedued bank in the name of the Engineer-Manager. The appointment of the Agent by the Director of Industries, Uttar Pradesh, Kanpur, shall be considered as complete only after the deposit of security as provided for
- 4. Half inch 3/4" and 1" Inferential Dry Dial Type Water Meter manufactured in the Government Precision Instruments Factory, Lucknow, will be supplied in bulk to Agents outside Uttar Pradesh at the following rates.

### (a) 1" Water Meters-

(i) 1 to 250 meters at Rs.62 per meter, ex-factory
(ii) 251 to 500 meters at Rs.57 per meter ex-factory.
(iii) above 500 meters at Rs.55 per meter ex-factory.

(b) 1" Water Meters-

(i) 1 to 99 meters at Rs.71 per meter ex-factory. (ii) 100 or more meters at Rs.68 per meter ex-factory (c) 1" Water Meters.. The Selling Agnets will be permitted to sell 1" water meter from their counters at a price not exceeding Rs,100 per meter

(i) 1 to 50 meters at Rs.86 per meter ex-factory godown ... (ii) above 50 meters at Rs.81 per meter ex-factory godown ...

The packing, despatching, insurance and freight charges will be charged to the Agent extra. The Government of Uttar Pradesh reserve to itself the right to vary the above prices without altering the proportionate percentage of profit therein.

- 5-A. The Agent will be entitled to submit tenders and book bulk orders directly on the Factory from Government Institutions and local bodies, of his territory at a rate not exceeding Rs.66 per 1/2'' meter, Rs.75 per  $\frac{3}{4}''$  meter and Rs.90 per 1'' meter ex-factory but not less than the rates mentioned in the various slabs of the Schedule of prices given in clause 4(a), 4(b), 4(c) above. Such orders shall be treated as direct orders on the factory and the payment thereof shall be made by the purchaser directly to the Engineer-Manager, of the factory, On all such orders the Agent shall be allowed a commission equal to the differences between the price prescribed for a particular item in clause 4(a), 4(b) and 4(c) above, as the case may be and the rate on which the order has been booked by the Agent.
- 5-B. All direct orders from Government Institutions and local bodies in the territory of an Agent shall be complied with by the factory at the following prices and commission to the Agent shall be paid at the rate mentioned against each item:

Items		Price per meter ex- factory for direct sale to Government Institutions and local bodies including the Agent's Commission	Amount of the Com- mission admissible to the Agent	
1		2	3	
		Not exceeding Rs.	Not exceeding Rs.	
(a) ½" Water Meters— (i) 1 to 250 meters	• •	66	4	
(ii) 251 to 500 meters		61	4	The amount of Commission
(iii) above 500 meters		57	2	in each case is liable to be reduced proportionately if
(b) ‡" meters—				for special reasons the supply of the items in
(i) 1 to 99 meters	• •	75	4	column 1 of this schedule is made at a price lower than
(ii) 100 or more		72	4	the rate given in column 2 thereof.
(c) 1" meters—		A 190	10	
(i) 1 to 50 meters	••	90	据33 4	
(ii) above 50 meters	••	85	4	

No commission shall, however, be paid to the Agent in respect of (a) Orders executed at the D. G. S. D. rate and direct orders received from the State Government:

Provided always that in respect of (b) above, the Director of Industries may allow to selling agents suitable commission at rates not exceeding those laid down in column 3 above where he is satisfied that a particular order has been received by the Factory as a result of the efforts of the selling agent concerned.

- 6. The Agents can also book orders for direct supply from the factory to customers other than those mentioned in clause 5(A) and 5(B) above, of his territory at the prices mentioned in clause 5(A) above. On all such orders the Agent shall be allowed a Commission at the rate prescribed in clause 5(A) above. In all such cases Railway Receipt for the consignment shall be sent by V.P.P. or through a scheduled bank at the risk and responsibility of the Agent, who will have to reimburse the Government for any loss or damage that might accrue on account of the failure of the party concerned to pay the amounts due or to take delivery of consignment and the same shall be recoverable from him or his surety.
- 7. Supplies to the Agent or any Sub-Agent nominated by him in his territory shall be made at the prices mentioned in clause 4(a), 4(b) and 4(c) above and the Railway Receipt for the consignment shall be sent through a scheduled bank unless the cost has been paid in advance.
- 8. All other orders received direct from the territory of the Agent and not covered by clauses 5, 6 and 7 above shall be transmitted to the Agent for supply directly.
- 9. The Agent shall sell or book orders for spare parts of water meter at the rates to be fixed by the Factory. A trade discount of 6½ per cent on their ex-factory price shall be allowed to him. This commission shall also be allowed on supplies of spare parts made directly from the Factory in his territory. The Railway Receipt for the consignment of spare parts shall also be sent through a scheduled bank unless the cost has been paid in advance.
- 10. The Agent shall arrange for necessary publicity and propaganda for the sale of the meters in his territory at his own cost.
- 11. The meters shall be sold under a guarantee of free repair and servicing in the Factory for a period of one year from the date of sale provided the seals are not tampered with. The Agent shall issue a guarantee slip to his customers and also submit a monthly sale return to the Factory showing the number and date of sale of each meter.
- 12. The Director of Industries, Uttar Pradesh, Kanpur, or any officer authorized by him or the U. P. Government shall be allowed by the Agent to inspect his sales registers and Accounts books pertaining to the sale of Water Meters.

- 13-A. The period of the agency shall normally be a calender year subject to renewal at the discretion of the Director of Cottage Industries, Uttar Pradesh, Kanpur, from year to year. Application for renewal for the next year should reach the Director of Industries, Uttar Pradesh, Kanpur by the end of the month of November.
- 13-B. Both the Agent and the Director of Industries, Uttar Pradesh, Kanpur, can terminate the agency at three months' notice on either side without assigning any reason therefor. The latter shall further be entitled to terminate the agency on 30 days notice in all such cases where the Agent commits breach of any of the conditions of the Agency.
- 14. On the termination of the agency the security deposited by the Agent shall be refunded after a period of six months after deducting such amounts as may be due from him on any account whatsoever provided that no delay is caused by the Agent in furnishing his sales returns or giving any other information which may be required by the Engineer-Manager of the Factory.
- 15. The Factory may supply, free of cost necessary sectional models, display boards, charts and leaflets to selling agents. These shall be returnable within one month of the date of the termination of the agency otherwise their cost shall be recovered from the Agent.
- 16. Notwithstanding anything hereinbefore contained, the State Government shall have the right to vary the rates and price provided in the foregoing conditions, so however, that the proportionate percentage of profits of the Agent shall not be altered.

#### STATEMENT "A"

#### GOVERNMENT PRECISION INSTRUMENTS FACTORY, LUCKNOW

Statement showing the posts in the Government Precision Instruments Factory, Uttar Pradesh, Lucknow in the year 1950

Taskulani						Numb	er oj
Technical posts—							
(a) Foreign Technicians				• •			
(b) Production Assistant					• •	• •	
(c) Fabrication Planner		• •		• •	• •	• •	
(d) Mechanical Draftsm			• •		• •	• •	
(e) Stores Superintender	ıt						
(f) Store Keeper					• •		
(g) Store Clerk	• •	53		2	• •	• •	
Ministerial Staff-		(Z.N.		753)			
(a) Head Clerk		900		80			
(b) Accountant		123		797		• •	
(c) Assistant Accountan	t	68	PROGRAM S	9		• •	
(d) Junior Clerk		. 1	ALL LAND DA				
(e) Typists		y	Jh U U U U				
(f) Receipt and Despate	h Clerk		20.4 ND 1				
(g) Cost Clerk		650	AND LINE	90			
(h) Establishment Clerk		46.3	F/8005	35/		• •	
(i) Stenographer	• •		THE STATE OF	53	• •	• •	
Inferior Government servan	ts	-	3135-2711				
(a) Orderlies		관	त्यमेव जय	đ	• •		
(b) Peons						• •	
(c) Gate Keeper						• •	
(d) Watchmen			• •		• •		
(e) Waterman	• •	• •		• •	• •	• •	
(f) Sweepers			• •	• •	* *	• •	
(g) Treasury Dafadar	• •	• •	• •	• •	• •	. ••	
(h) Railway Dafadar.	• •	• •	• •	• •	• •	•••	
Statement e	of atalk a		ad by Go	NAVE MAARE	for the w	age 1050	

Serial no.	Designat	ion			Number	Scale
				<u></u>	·	Rupees—
1	Engineer-Manager				1	500—50—1,c00—E.B.—50—1,200.
2	Workshop Incharge	• •	• •	• •	î	1,300 fixed pay.
2		• •	• •	• •	2	250—25—400—E.B.—10—700—E.B.—50—
3	Assistant Engineers	• •	••	• •	2	850.
4	Assistant Accounts Officer	••	••	••	1	220—15—370—E.B.—20—450—E.B.—25— 675.
5	Foreman				17	
6	Assistant Foreman		• •	• • •	ı١	200-10-300.
ž	Assistant Production Foren	nan	• • •	• • •	îĺ	
Ŕ	Head Clerk		• • • • • • • • • • • • • • • • • • • •		í	100—8—140—10—170.
ğ	Stenographer	••			î	100-5-125-6-160-10-200.
10	Accountant, Cost Account	nt Cas	hier and Sen	ior	•	100 5 120 0 101 10 100
10	Clast.				4	80-5-110-6-130,
11	Chargemen Stores	• •	• •	• •	i	150—5—200—E.B.—10—250.
12	G	• •	•	• •	ż	60_4_80_E,B,-4_100.
13	Classics ^	• •	• •	• •.	10	60—3—90—E.B.—4—110.
14	CALL TINIO	• •	• •	• •	10	32—1—37.
	Dafadars and Daftari	• •	• •	• •	2	32—1—37.
15		• •	• •	• •	3	32-1-37.
16	Gate Keepers	• •	• •	• •	1 7	
17	Peons and Orderlies	• •	• •		1	27—1—32.
18	Chowkidars	• •	• •	• •	4	27—1—32.
19	Mazdoors (Stores)		• •	• •	2	27—1—32.
20	Sweeper	• •			1	27—1—32.

ANNEXURE "C"

Vasi Shums & Co., (Private) Ltd., 165, 167 Nagdevi Street, Bombay-3

Comparative Statement of rates of Water meters (Inferential) in Bombay Market

Rates from Bombay Firms obtained on phone

Bombay & Co., Ltd. Bombay	#3-12-0 C. I. F. Bombay Forward delivery against our import Licence.	£4-6-0 C. I. F. Bombay.	£4-18-0 C. I. F. Bombay.
Turner Haore	91-8 Leeds English	99-8 Leeds English	143 English
John Fleming	Nii	Z	Nii
Radiant Electric & Machinery, Bombay	80 Cleveland English	85 Cleveland English	120 Cleveland English
Gyotoe & Co., Bombay	EX.	68 Centuri Bel- gium Make.	95 Centrui Bel- gium Make.
महा	90 Semi-positive 150 Positive.	Ē	141 Cleave land. C
Voltas Bombay	78 Ecma Swiss.	N	Z
Size of Water General Tubes Talib & Co., Richardson & Meters Ltd., Bombay Bombay Voltas Bombay Crudos, Bombay	92 n. Læds English 75 Capstan English.	98 Leeds. 85 Capstan.	110 Capstan English.
General Tubes Ltd., Bombay	75 Capstan English. Leeds English. 75 Capstan English.	80 Clevoland English.	Ξ̈̈̈̈̈
Size of Water Meters	1/2"	3/4"	1,,

Note-All the above rates are for ready stock delivery, retail sales if bulk quantities are purchased, the rates will be less by about 5 per cent to 74 per cent.

#### STATEMENT "C"

#### GOVERNMENT PRECISION INSTRUMENTS FACTORY, LUCKNOW

Statement regarding orders (pending for supply of water meters till March 31, 1956)

Sl.	Particulars		Total number of meters for which orders have been booked and not yet supplied		
1	Local Self-Government Engineering Departmen	t, Utta	ar Pradesh	••	7,958
2	D. G. S. and D, Rate Contract			••	8,140
3	Selling Agents		••		5,517
4	Water-works, Municipal Boards in Uttar Pradesh				1,356
5	Direct Orders in Uttar Pradesh				••
			Total		22,971

Engineer-Manager.

#### REPORT ON GOVERNMENT U. P. HANDICRAFTS

#### Origin and Development of the U. P. Handicrafts

- 1. The foundation of the present institution was laid as far back as the year 1915 in Kanpur with the object of establishing a recognized centre where the product of cottage industries could be collected and made available to purchasers. At the initial stage, this institution was run by a private party. In 1919, it was, transferred to Lucknow and designated as the Arts and Crafts Emporium, Lucknow, in pursuance of the recommendations of the Indian Industrial Commission of 1916. This arrangement did not, however, last long and before the Handicrafts, then known as Arts and Crafts Emporium, could participate in the Wembley Exhibition, some irregularities and embezzlements in the Emporium's accounts were discovered with the result that the policy and the working of the Emporium came up for review before the Government. The Government decided that it should be run as a business concern and should pay its own way. Thereafter, the Emporium was shifted from the School of Arts and Crafts to Hazratganj, a business quarter of Lucknow. In furtherance of the above policy, the control of the Principal of the Arts and Crafts School was given up and a Business Manager was appointed.
- 2. On his appointment as the Deputy Director of Industries and Controller of the Arts and Crafts Emporium in 1928, Sri R. C. Srivastava examined the details of the working of the Arts and Crafts Emporium and expressed the view that the Emporium should not be run purely as a business institution to make profits but that its main function should be to help the cottage industries by advertising and financing the purchases of the products when offered. It was decided that the Emporium should be partly a business concern and partly a publicity and propaganda agency for the cottage industries. The Government agreed to subsidize the Emporium to the extent of Rs. 20,000 per year. The aim was that the Emporium should work on sample and catalogue basis. The main emphasis was on trade and retail sale was assigned a subsidiary role.
- 3. In 1926, Government appointed a Committee for the re-organization of the Industries Department and one of its recommendations was that more attention should be paid to designs and help to workers. Development of its own production centres was proposed as also the creation of an agency in England. No foreign trade could, however, be developed and the warning against accumulation of stock was not heeded.
- 4. Another organization within the Emporium was set up in 1935 for the development of Handloom Industry through the Arts and Crafts Emporium with a view to serve as a provincial marketing organization for the sale of improved goods which were produced by the weavers assisted under the scheme. In the course of time, this organization developed into a separate institution and was called the "U. P. Government Handloom Emporium" in 1937.
- 5. During the twelve years of trial under the Business Manager, the Arts and Crafts Emporium had appreciably degenerated. The Handloom Emporium on the other hand, had fared better and the Government, therefore, decided to amalgamate the Handloom Emporium and the Arts and Crafts Emporium. The resources of the two institutions were thus pooled together and they emerged under the new name of "Government U.P. Handicrafts". This new institution has not, however, worked as satisfactorily as it should have done, chiefly because of the lack of a clearly defined policy. There have been many changes in policy. In 1929, the Government decided to abandon the idea of trying to develop the Emporium as a self-supporting trade concern. They agreed to run it for assisting the artware industries by means of improved designs, education in modern commercial methods, organization of supply, provision of information and advertisement and propaganda in foreign markets.

#### Staff of the U. P. Handicrafts

6. The strength of the staff of the Government U. P. Handicrafts (Emporium) in 1946-47 and in 1955-56 is indicated in the statements at Appendices "A" and "B" enclosed herewith. Thes branch-wise strength of staff, total sales effected, the annual expenditure in the individual branche for the three years 1952-53, 1953-54 and 1954-55 are indicated in the Appendices "C" and "D'

enclosed. It will appear from Appendix "D" that as in the case of the U. P. Jail Depot the gross profit is calculated at the rate of 20 per cent of the sales, irrespective of the cost of production which is not indicated. It has been pointed out by some that the U. P. Handicrafts employ a much larger staff than would be required by them if they were to function on a commercial basis, and that a commercial undertaking which is privately owned cannot afford to keep so much staff which would ultimately lead to increase its overhead charges.

#### Declaration of U.P. Handicrafts as a "Commercial" or a "Development" Scheme

- 7. The question whether the U. P. Handicrafts should "pay its way" or should be subsidized by Government has often been raised and in spite of the policy enunciated from time to time considerable misunderstanding continues to exist. It is generally believed by the officers of the department that the "U. P. Handicrafts" is not a commercial undertaking, but a "Development Scheme". The ambiguity on this point has created such a confusion that it is not possible to assess how far it is commercial and how far it works as a development department, even if it is conceded that the Handicrafts is a semi-development activity. The obvious effect which this misunderstanding has given birth to is that although we have all along been calling it a "Commercial undertaking of Government", we have never given sufficient thought to the question whether it would be justified to let the U. P. Handicrafts continue as a commercial concern, considering the perpetual losses in its business transactions. To take a few instances only in the year 1952-54, the U. P. Handicrafts incurred a net loss of Rs. 1,42,813. In the year 1953-54 the loss was to the tune of Rs.1,61,893, while in the year 1954-55 the loss amounted to Rs.2,34,635-vide please Balance-sheets for the three years in Appendix G. In this way within the short period of only three years there was a loss of Rs. 5,39,341 to Government. The most elementary question that arises here is whether it is worthwhile to call a concern running at such a heavy recurring loss a "Commercial undertaking." Apparently, it is a misnomer to call it a commercial concern. There is, therefore, the necessity to review the position whether the U. P. Handicrafts should be allowed to continue under the level of a commercial concern and why it should not be placed under the category of "development schemes" in case we reach the conclusion that it cannot be worked on a commercial basis. It is, accordingly, suggested that Government should decide once for all whether the U. P. Handicrafts is a "Commercial co
- 8. The "U. P. Handicrafts" may be said to be the problem department for the Sub-Committee for no other department has given as much headache as this particular activity of the Industries Department. When we treat this department as a commercial activity and try to find out why it cannot function on a profitable basis, the argument is put forth that it is not entirely a commercial activity, that it should be taken out of the Government's list of commercial undertakings and that it should be treated as a Development activity for the benefit of the people of the State. It is pointed out that the main work of the U. P. Handicrafts is to display the numerous designs and variety of cottage industries products so as to attract not the mere casual purchaser but the businessmen who would like to place orders in large quantities for similar products either through the U. P. Handicrafts or direct with the manufacturer in remote corner of the State. Similarly, it is pointed out that the expenditure incurred by participating in exhibitions brings forth a return several times larger than the money spent by Government, because of the orders placed by various parties for similar goods. Therefore, we always find it difficult to decide which is the superfluous expenditure which can be cut out and which is a necessary item of expenditure. It is, therefore, suggested that the Government should take a final decision on this point. The Sub-Committee on their part feel that the U. P. Handicrafts is certainly doing useful work and one of the members, Sri K. V. Venkatram, held the view that a part of its activity should be treated as development activity which has to be carried on in spite of losses to Government because of its larger utility to the State and the Cottage manufacturer.

We have our faith that so far as the "U. P. Handicrafts" is concerned it should be possible to run it as a pure and simple commercial activity. This will necessitate greater caution in purchases, business-like methods in accumulating stocks, and constant vigil in disposing of surplus, old, accumulated goods at fantastic reduction sales which have now become a regular feature for years. A quicker system should also be developed to decide on the disposal of goods by reduction sales for we have seen goods worth lakks of rupees rotting in the godowns for want of proper authority from Government to dispose them off. By the time the sales take place the price actually settled upon is just a fraction of what it would have brought, had there been no delay in deciding the question of sales.

9. The Sub-Committee also suggest that the Special Manager, U. P. Handicrasts, who is at present vested with authority to place orders and purchase them from various stations in the State, should have with him associated a local gazetted officer of the department in making all such purchases. This, the Sub-Committee suggested would ensure a fair deal to all the manufacturers in every locality which would be possible only if a local officer is also associated in the work. Incidentally, this will also remove the criticism of savouritism which may be alleged by people, should orders be placed with one and the same party for years. This point has to be weighed properly because of not the mere purchases made by the Special Manager—they may be small—but because

of the large-scale orders which the Special Manager patronizing a pattern of a sample gives to the manufacturer in the shape of large-scale orders—India and overseas—from the public and the business men.

10. Sri K. V. Venkatram, a member of the Sub-Committee suggested that an annual grant might be made for development activity in this direction (including cost of participation in exhibitions, publicity and purchase of designs and material amounting to Rs. I lakh per annum. Thereafter, the U. P. Handicrafts should be run as a pure and simple commercial enterprise. The Convener does not agree with this additional expenditure. It could ultimately be a wastage according to him.

#### Recommendations for Economy, Reorganization and Efficiency

11. To avoid the occurrence of losses in future, and particularly to run the U. P. Handicrafts strictly on "No profit no loss" basis, it is suggested that Government may take steps on the following lines—

## Amalgamation of the U. P. Handierafts and the Handloom Production Divisions in the Directorate of Industries

- (I) There is no need to maintain separate divisions of U. P. Handicrafts and Handloom Production, in view of the fact that there is only one institution for marketing the goods of both the divisions. It has been stated earlier that the U. P. Handicrafts is the outcome of the merger of the erstwhile Arts and Crafts Emporium and the Handloom Emporium. In the opinion of the Sub-Committee, the above two divisions can be amalgamated without impairing efficiency. By combining these two divisions under a unified supervisory staff and leaving the field staff undisturbed an economy of Rs.15,000 per annum is expected on the following items—
  - (1) Pay of officers.
  - (2) Allowances and Honoraria and Contingencies.
  - (3) Other items.

The Sub-Committee consider that a combined division as suggested above will require only one officer with two gazetted subordinates under him; one responsible for Production and the other for Marketing, to look after it. This will lead to a greater efficiency as well as it will preclude the chances of any difference of opinion between the persons in charge of the production and marketing branches of industry, which is bound to affect the smooth working of the institution.

When the two divisions are amalgamated, one post of divisional accountant will be rendered surplus. Other posts, ministerial and menial, can also be retrenched in that event.

#### Abolition of the post of Deputy Director of Industries in charge of U. P. Handicrafts Work

(II) The second suggestion of the Sub-Committee is that the post of Assistant Director of Industries incharge of the Handicrafts work is superfluous, as the Sub-Committee hope that the work can very well be supervised by the whole-time Special Manager, and the Joint Director of Industries incharge of the Handicrafts work.

#### Abolition of certain ministerial posts

Government may abolish the following posts and any other posts that might be lying vacant since long.

- (a) Superintendent General
   ...
   Rs.200—10—300.

   (b) Publicity Inspector
   ...
   ...
   Rs.120—300.

   (c) Sample Assistant in Sales and Agency Section
   ...
   Rs.60—100.
  - Economy in the Expenditure on T. A. and Bonus, etc.

(III) Another source of economy can be less expenditure under T. A. The Sub-Committee feel that expenditure under this head is pretty heavy and needs to be curtailed. There is also no justification for paying any bonus, etc. in the shape of honoraria to the staff considering that the Handicrafts are running at a loss and no business concern would ever think of paying any bonuses when there is loss to the firm.

#### **Economy in Contingent Expenditure**

(IV) The provision made for "Miscellaneous Contingencies" viz. Rs.13,000 per year is too much, by all standards and it can be brought down to Rs.4,000 per year considering the existing state of affairs.

#### Economy in expenditure on Designs Competition

(V) The U. P. Handicrafts spend a lot of money to stimulate design competitions. They introduce new designs to encourage the sale of the products of cottage industry and artwares. These designs are later taken up by mill people with the result that the profit or the increase in business which should normally have gone to the pocket of the scattered producers or production centres of Government slips away into the coffers of the mill owners. Thus, it is only for a very brief period that the new designs introduced by the U. P. Handicrafts benefit the persons whom they want to help. By and large, the benefit derived by design competitions is not commensurate with the expenditure that the Government have to incur over it. It was found by the Reorganization Committee appointed by Government in 1949 that there had been a decline in the quality of the products stocked with the U. P. Handicrafts during the war years, which is said to be due to

the failure to introduce new designs. The said Committee therefore urged upon Government to make arrangement for the production of new designs by the men trained at the Government School of Arts and Crafts working under the guidance of the Principal and the Superintendent and Craftsmen of the School. These designs are approved by an ad hoc Committee for introduction through the U. P. Handicrafts, Handloom production centres and tuitional classes. It was also suggested that these designs should be published after they have been executed, and offered for sale by the Handicrafts or given publicity in some other way. While the intention of the present Sub-Committee is far from checking the introduction of new designs, they would suggest that expenditure on design competitions should remain within reasonable limits and we should not be unmindful of the fact that Government are getting very little in return of the money they invest in this enterprise. Altruistic motives may be justified to an extent, but one cannot completely ignore the fact that the money spent over such unproductive items could more profitably be diverted to other fund starved schemes which are capable of paying some dividend over the money spent on them. In the opinion of the Sub-Committee, the amount of Rs.25,000 per year, as recommended by the Reorganization Committee in 1949, is too big an amount for this purpose, and the Sub-Committee consider that a sum of Rs.10,000 every year for this purpose which should be spent with a little more imagination, should be quite sufficient.

#### Stock position and reduction suggested therein

(VI) The figures of the three years 1952-53, 1953-54 and 1954-55 relating to Stock Account, vide Appendix "H" enclosed reveal huge stocks (amounting to Rs.30 lakhs per annum) being carried over from year to year, large stocks in the various branches and in main stores of not only handloom but artware products also. Such large stocks should not be allowed to accumulate and must be cleared off after quarterly reviews by the Special Manager. A limit of the maximum value of stock to remain in branches and in main stores should be prescribed, so as to avoid accumulation and consequential damage, write-off and loss due to various causes. If all the precautions are taken, an economy of not less than Rs.25,000 per annum will be effected due to avoidance of losses and write-offs, etc.

#### Economy in the expenditure on Trucks, Repairs and Telephone, etc.

(VII) There are two trucks, one for publicity and the other for transport. Expenditure over their maintenance and running charges as well as the expenditure over repairs, telephones, etc. is provided on a lavish scale. The provision for these services should, in the opinion of the Sub-Committee also, be reduced to by Rs.2,000.

#### Economy in the expenditure incurred on participation on the Exhibitions, Melas, etc.

- (VIII) A sizable portion of the Handicrafts budget is spent over arranging for its participation in various exhibitions all over the country vide marginal figures and Appendix "E" and "F".

  1952-53—Rs.79,063-1-0
  1953-54—Rs.43,739-9-0
  1954-55—Rs.48,567-1-0

  With them. The idea, however, is not to do business but to popularize the products of the Handicrafts in those parts of the country. The result is that there is invariably a heavy monetary loss due to the participation of the Handicrafts in such exhibitions. If the Handicrafts has to run on commercial basis, it cannot afford to participate in each and every exhibition irrespective of the fact whether it will be worthwhile or not. The need of the hour is to curtail expenditure on this item in conformity with the basic object of the organization. We find that quite often the Handicrafts participate in exhibitions in other States also. One way to avoid expenditure on this can be to make mutual arrangements with the Handicrafts Organization of those States, if any, to allow the products of U. P. Handicrafts a portion of their stall and arrange for its display by their own staff.
- (IX) Amalgamation of the U. P. Jail Depot with the U. P. Handicrafts has already been recommended by the Sub-Committee in their Report on U. P. Jail Depot. This will result in an economy of about Rs.10,000 per annum.
- 12. The total savings accruing to Government, as a result of implementing all the above: suggestions will be Rs.75,000 per annum.

#### Revision in present costing system and increases over invoice price

13. The present system of costing of goods at the U. P. Handicrafts both Artware and Textile should be revised so as to bring the price structure to the level of the prevailing market prices. In Appendix "1" enclosed, the prices of various articles for sale are increased over the invoice prices between the range 12½ per cent and 50 per cent. This is too high, particularly the increase of 25 per cent in Textile goods. A revised price list will besides attracting popular attention avoids osses due to changes in stores and unsold stocks carried over from year to year.

Convener,
Economy Sub-Committee, "D".

# APPENDIX "A" Strength of staff of Government U. P. Handicrafts for the year 1946-47

	Designation						Number of posts	Scale of pay
Marke	eting Organization—			<del></del>	<del>• • • • • • • • • • • • • • • • • • • </del>			Rs.
1.	Assistant Manager			••			1	150-280.
2.	Superintendent, sales and			••			1	150-220.
3.	Senior Assistant (Hqr)		••	••	••	••	1	6090.
4.	Junior Assistant (Hqr)		• •	••	••	• •		5060.
7. 5.	P. W. D. Accountant	• •	••	* *	••	••	1	
		• •	••	• •	••	••	1	95—135.
6.	Inspector of Accounts	••	••	• •	• •	• •	1	60-80.
7.	Accountant	••	••	• •	• •	• •	1	60—90.
8.	Commercial Accountant	Clerk	• •	• •	• •	• •	1	6090.
9.	Establishment Clerk	• •	• •	••	• •	• •	1	60—90.
10.	P. W. D. Accounts Clerk	:	••	••	••	••	1	6090.
11.	Reference and dealing cle	rk		• •	••	• •	1	50 <del></del> 60.
12.	Record and stationery cle	rk		••		• •	1	5060,
13.	Assistant Cashier	••		••	••	•.•	1	5060.
14.	Assistant Accountant			• •	• •	• •	1	5060.
15.	Ledger Clerk	••			••		1	5060.
16.	Bill Clerk	••					_	50—60.
17.	Assistant Establishment		• •	••	••	••		50—60.
18.	TD - F - 4		••	• •	••	**		15—19.
	Danne	••	• •	• •	• •	• •	1	
19.	Peons	• •	• •	••	••	••	2	1519.
20.	Chowkidar	••	••	••	••	• •		15—19.
21.	Sweeper	• •	• •	• •	••	• •	1	15—19.
ules l	Department			PTT000				
1.	Head Salesman	• •		Chiles !	0	• •	1	65-130.
2.	Commercial travellers			ELSHE SIL	3453	• •	2	60-80.
3.	Salesmen	.,			2037	• •	2	5060.
4.	Salesmen				363		8	5060.
5.	Trolley incharge		•••	Printer State	259	••	1	5060,
6.	Clerk	• •		T T PATT	W.	•••	1	50—60.
7.	Clerk	••	* *	Y /3 U U U	ų.		1	50—60.
8.		••	• •	TX14 970	in the	••		50—60.
	Ledger Clerks	••	• •	District Control	and a	••	2	•
9.	Ledger Clerks	••	••	A STATE OF THE STA	72.3	••	2	5060.
10.	Sales attendants	• •	• •	(ISH 300C-70)	100	• •	6	20-30.
11.	Peon	••	• •	7500000	<u> </u>	• •	1	15—19.
12,	Chowkidar	••	••	संदर्भन ज	44	••	1	1519.
ores	Department-							
1.	Store-keeper	• •		••	••	••	1	50—60.
2.	Assistant Store-keepers	• •		**	• •	• •	3	50-60.
3.	Document and correspon	dence clerk		••		••	1	50-60.
	Supply Clerks			• •	••	• •	4	5060.
5.				••			1	5060.
	Ledger Clerks	•••	•••	••		••	2	5060.
	Stock arrangers	••				••	6	20125.
			••	• •	••		6	20-1-25.
		··	• •	••	••	••	U	~·····································
	isement and Exhibition Sec						4	50 60
	Exhibition Clerk	• •	••	••	••	••	1	50-60.
2.		••	••	••	••	••	2	1519.
	ort Section—							
ı.	Driver		••	••	• •	••	1	30-2-60.
2.	Truck incharge	• •	••	••	••	••	1	6090.
3.	Cleaner			••	••	••	1	20-25.
rt Se	ction-							
	Craftsman designer	••		• •	••	••	1	80100.
2.	Assistant Manager	••	••		••	••	1	100—150.
	<del>-</del>			• •			1	90—125.
		••	••	••	••	**		
4.	Accountant	••	••	• •	••	••	1	50-70.
5.	Salesmen	• •	••	••	••	••		5060.
б.	Stock-keeper	• •	• •	• •	••	• •	1	50-60.
7.	Assistant Store-keeper	••		••	••	• •	1	5060.
8.	Typist	••		••	••	••	1	5060.
9.	Assistant Accountant			••		••	1	5060.
10.	Divisional Accountant		••		••		-	80—225.
ert.	DIVISIONAL ACCOUNTANT	••	••	• •	• •	• •	ı	

APPENDIX "B"

Strength of staff of Government U. P. Handicrafts for 1955-56

	Designation			Nu	imber of posts	Scale of pay	Kept in abeyance by D. I	Present strength
	·	<del></del>	<del></del>			Rs.		+
	al Section—							
1.			• •	• •	1	250850	••	
2.			• •	• •	1	200300	1	Nil.
3.	Divisional Accounta	nt		• •	1	130355	••	1
4.	Head Clerk	• •			1	100170	• •	
5.	Stenographer	• •			1	75—150		
6.	Designer		• •		1	85—150		
7.	P. W. Accountant	••			1	80200		
8.	Noter and Drafters	• •		• •	4	80130	* *	
9.	Routine Clerks	• •			11	60110	1	1
10.		• •	• •	••	1	32-37		
11.		••	• •	•••	ī	2732	• •	
12.		•••	• • • • • • • • • • • • • • • • • • • •	• • •	ī	2732	•••	
13.	Dafadar	•••	•••	• • •	i	2732	• • • • • • • • • • • • • • • • • • • •	
14.		• • •	•••	• • • • • • • • • • • • • • • • • • • •	ī	2732	•••	
15.	Chowkidars	••	• • • • • • • • • • • • • • • • • • • •	•••	Ž.	<del>27</del> —32	••	2
16.		••	•••	••	7	27-32	••	7
			••	••	•	J_	•	
	and Agencies Section-				•	200 200		
1.	Superintendent, Sales		• •	••	1	200300		
2.	Commercial traveller		• •	••	4	65—120	1	;
3.	Assistant Managers (	Saies)	• •	••	7	120-300	1	(
4.	Ledger Clerks	• •	• •	• •	6	60-110	2	4
5.	Salesmen	• •	• •	••	16	60100	4	13
6.	Trolley Incharge	• •	• •	• •	1	60100	• •	
7.	Sample Assistant	••		• •	1	60—100	4	
8.	Sales Attendants		• •		16	3237	9	•
9.	Trolley Attendants				2	2732	3	2
10.	Chowkidars	••	• •	••	7	2732	3	4
ublic	city and Propaganda Se	ction-		CONTROL				
1.	Inspector, Publicity		£	1001	0.1	120300	1	
2.	Salesmen	••	19-31	THE SE	6-3.4	60-100	••	4
3.		• • • • • • • • • • • • • • • • • • • •	1998	S. T	9000 i	2732	••	
4.		•••	98		233° i	60110		
5.	Sales Attendants	••	- 63		N3 4	3237	••	
6.		• • • • • • • • • • • • • • • • • • • •	8		20 i	4065	•••	
<b>7.</b>		••			₩ î	27-32	• • • • • • • • • • • • • • • • • • • •	
iore	Section-			11111111	Ų			
1.	Superintendent, Store	es	.40	LELA ELLA	Ja I	200-300		
2.	Inspectors (Stock Ex		100		2	120300	••	
3.			850		$\bar{2}$	60-100		
4.			766		4	60100	i	
5.	Ledger Clerks			11.2120	2	60-110	-	
6.	Routine Clerks	••			$=$ $\frac{7}{4}$	60110		
7.	Stock arrangers	••	- :: 3	सन्धमन जय	6	32-37	·;	
8.	Dagleage		-		8	32-37	ĭ	
ş.	Maulcono	••	••	••	3	32-37	i	
10.	Dairean	••	• • .	••	1	40-65	_	
w.	Classes	••	••	••	1	27—32	••	
11	Cleaner			• •			••	
11.						10 66		
11. 12. 13.	Carpenter	• •	• •	••	1	4065 2732	••	

# APPENDIX "C"

Statement showing the strength of staff in each Show-room at Hazratganj, Aminabud, Allahabad, Agra, Dehra Dun, Meerut and Naini Tal during the years 1952-53, 1953-54 and 1954-55

Serial					Strength of st	aff at each	show-room
no.	Name o	f post	Scale o	of pay	Hazratganj	Aminabad	Allahabad Agra, Dehra Dun, Meerut and Naini Tal
2 S 3 S 4 I	Asstt. Manage Salesman Sales Attendar Ledger Clerk Chowkidar	`	Rs. 120—8—200—E Rs.60—4—80—E.B. Rs.30—1—35 revise Rs.60—3—90—4—1 Rs.20—½—30 revise	-4-100 d Rs.32-1-37	1 8 6 1	1 2 2 1 1	1 each. 1 ;; 2 ;; 1 ;; 1 ;;
	Assistant Ma	nager, sho	ow-room 200—300	Salesman	Chowkidar	Clerk	Sales Attendants
Calc Nag	cutta	• •	1	2 2	î ,,	1	2 2



APPENDIX "D"

Working of all the branches of Government U. P. Handicrafts for the years 1952-53, 1953-54 and 1954-55

Name of	show-roon	n and year	of account	i		Sales effected	Approximate expr. (sales and return) direct on pay, rent and transport, etc.	Approximate gross profit at the rate of 20% of sales
<del></del>	······································	1	<del></del>	···		2	3	4
Hazratganj	· · · · · · · · · · · · · · · · · · ·		·			Rs.	Rs.	Rs.
1952-53		••	••	••		1,61,800	22,675	32,360
1953-54		••			<b>y</b> •	1,63,610	28,741	32,722
1954-55	• •	• •	• •	• •	••	2,32,126	39,444	46,425
Aminabad					-			
1952-53						57,549	10,290	11,500
1953-54	••		•••	••	• • •	66,360	13,435	13,272
1954-55	•	• •	•••	• •	••	1,06,239	12,719	21,248
Allahabad								
1952-53						26,884	8,649	5,377
1953-54	••	••	••	••	• • • • • • • • • • • • • • • • • • • •	16,470		9,294
1954-55	• • • • • • • • • • • • • • • • • • • •	••	•••	•••	• •	61,626	14,672	12,325
Agra								
1952-53	••					15.161	8,596	3,032
1953-54	•••	•	•	• • • • • • • • • • • • • • • • • • • •		27,164	9,854	5,433
1954-55	• •	• •	• •	••		56,939	11,308	11,388
Dehra Dun (close	d from 1st	October, 19	55)					
1952-53 .	*		••	• •		20,085	8,813	4,017
1953-54	• •	••		• •		32,184	12,200	6,400
1954-55	• •	••	••	- COURT	A	39,943	13,100	7,900
Meerut (close	ed from 1s	t October, 1	955)		Es.			
1952-53	••		- 3		Parter)	20,564	9,190	4,113
1953-54	••		• •	Telling.	65000	29,666	12,200	5,600
1954-55		• •	••	REMINES!	35777	36,966	13,200	7,400
Naini Tal (close	d from 1st	October, 1	955)	ANADES	969			
1952-53	• •	• •	••	V W iff	# II	27,573	8,911	5,514
1953-54		••	••	10111	N.X	28,592	11,100	3,700
1954-55	••	• •	••	district the	20 100	43,298	11,700	8,600
Delhi (exists)					172)			
1954-55	••	••	••	((dis))	SECTION .	1,75,864	30,402	35,173
Calcutta (Opene	d March,	1956)	- •	सद्यमेव	नयते	••		• •

# APPENDIX "E"

# Statement showing expenditure on account of participation in Exhibitions during 1954-55

	•			_			Rs.	a.	p.
1.	Exhibition contingencies	••		• •	• •		9,323 3,798	13 4	3
٧٠	Expenditure on publicity	• •	••	••	•	• •	3,797	9	9
J.	Advertisement through papers Expenditure on T. A. of staff		••	• •	• •	• •	8.575	8	0
₹.	Pay of publicity staff		• •	• •	• •	••		13	ŏ
6.	Octroi charges paid on goods	sent to	exhibitions	• •	••	••	1,823	4	6
	R. F. paid for exhibition goo		• •				3,651	3	9
8.	Payment of T. A. of Mrs. E.	B. Willis	• •	• •	• •	• •	9,117	8	0
					Total	••	48,567	1	0

# Statement showing details of expenditure on account of participation in Exhibitions during 1953-54

					Total	••	47,739	9	0
8.	Exprediture contingencies of ex	xport section	n	• •	• •	••	2,832	0	0
	Pay of publicity staff		• •		• •		8,687	_	0
	Railway freight on goods sent	to exhibit	ions		• •		6,764	0	0
5.	T. A. of staff on account of par	ticipation i	n exhibition	5			3,582	0	0
4.	Octroi charges paid on goods s	ent to exhib	bitions				2,039	14	6
3.	Advertisement through papers						5,754	9	9
	Expenditure on publicity						4,866	11	9
1.	Exhibition contingencies						13,214	a. 0	ŏ.
			-				Rs.	•	-

Statement showing details of expenditure on account of participation in Exhibition during 1952-53

							Rs.	a.	p.
1.	Exhibition contingencies						23,220	0	0
2.	Expenditure on publicity		• •		••		4,776	0	0
	Advertisement through papers		. 1.7	• •	• *		5,700	Õ	Ŏ
4.	Octroi charges paid on goods	sent to	exhibitions	: *	• •	• •	1,748	0	ŏ
	T. A. of staff on account of p			itions	• •	• •	4,205	0	0
7	Railway freight paid on goods Pay of publicity staff	s sent to	exhibitions	• •	• •	• •	5,276 8,630	4	ñ
<b>8</b> .	Expenditure on account of pri	inting o	f catalogue	• •	• •	• •	13,000	0	ŏ
				2	• • • • • • • • • • • • • • • • • • • •	• • •	12,507		ŏ
		(2:3	N. E. S. Hors	53	••	••			
			St. Marie	85"	Total		79,063	1	0

सन्धमेव जयते

# APPENDIX "F"-1954-55

	Period		Name of exhibition	1	Goods sent	Goods returned	Sale-proce including discount	g
	1		2	· · · · ·	3	4	5	
			_		Rs. a. p.	Rs. a. p.	Rs. a.	p.
1.	March and April, 1954	• •	Jamnagar	• •	3,972 12 6	2,886 9 0	1,086 3	6
2.	April, 1954	• •	Jhakora Exhibition	• •	2,210 15 0	2,202 4 0	8 11	Ø
3.	September, 1954		Naini Tal Exhibitio	n	25,155 7 9	22,742 1 3	2,413 6	6
4.	February to May, 1954	• •	Hubli Exhibition	• •	4,722 7 9	3,837 15 6	884 9	3
5.	March and April, 1954	••	All-India Khadi and Industrial Exhibit Delhi.		6,351 8 6	5,434 6 0	917 2	6
6.	January to March, 1954	••	Kalyani and Calcuttion.	tta Exhibi-	85,442 7 6	60,416 15 0	25,025 8	6
7.	July, 1954	٠.	Ajmer Exhibition		29,089 10 6	25,323 15 6	3,765 11	0
8.	June, 1954		Srinagar Exhibition		7,371 11 0	5,247 11 6	2,123 15	6
9.	May, 1954		Ranikhet Exhibition	ı	2,633 14 0	2,602 10 3	31 3	9
10.	November and December	r, 1954	Sultanpur Exhibition	٠.,	6,636 7 3	5,183 8 0	1,452 15	3
11.	Ditto		Poona Exhibition		8,352 0 6	-	2,762 3	
12.	November and Decembe	r. 1954			11,505 11 9		2,612 14	
13.			Madras Exhibition	• • •	75,559 9 0		25,573 15	-
14.	January and February,	•	Lucknow Exhibition		33,007 13 0	· · ·	812 0	
15.	February, 1955		Hardoi Exhibition	• •	1,624 6 (	•	115 13	-
16.	February and March, 195		Jhansi Exhibition	• •	10,924 9 6			
17.	August,' 54 and Novemb		Khadi Exhibition an Industrial Er	d Village nporium,	1,631 1 3		1,469 14 1,594 10	
18.	February, 1955	••	Bombay. Aroli Exhibition	••	444 6 (	0 444 6 0		
			0/2	Total	3,16,636 14	9 2,43,986 1 6	72,650 13	3
<b>-</b> .			G SEE	1653		<del></del>	<del></del>	
-	ember to November, 1952		Naini Tal	BASSESY.	50,211 2	9 43,741 3 3	3 6,469 15	6
	ember and December, 1	952	Sanchi		17 <b>,2</b> 79 6	9 15,803 0 9	1,476 6	0
	il, 1952		Surbudai Sammelan	9889	38 15	6 Nil .	. 38 15	6
	, 1952	• •	Bijnor Exhibition	19 Y	4,334 4	0 3,115 9	0 1,218 11	0
	, 1952		Panchayat Raj Ekhi	bition	2,305 3	6 2,305 3	6 Nil.	
Nove	ember to December, 1952		Bahraich Exhibition	CC 4513	<b>22,689</b> 7	6 20,389 12	0 2,299 11	6
	ember to December, 195	2	Sultanpur and Jaunp	ur	9,727 2	6 7,094 5	9 2,632 12	9
	uary, 1953		Rishikesh	20.54	3,422 7	0 3,057 1	0 365 6	0
Marc	ch, 1953		Gonda Exhibition		12,307 4	3 10,967 12	3 1,339 8	0
Marc	ch, 1953	• •	Nauchandi Fair	जयते	1,828 14		. 1,828 14	0
				Total	1,24,144 3	9 1,06,473 15 (	5 17,670 4	3
			1953-54					
	ch and April, 1953	••	Patiala		22,140 13 6	19,055 13 9	3,084 15	9
	, 1953		Bijnor		105 0 0	105 0 0	Nil.	-
	, 1953		Ranikhet		8,656 2 0	8,259 0 0	397 2	C
Septe	ember and October, 1953		Naini Tal		25,230 2 3	21,005 3 0	4,224 15	3
Sente	ember, 1953		Meerut	•••	11,630 5 0	11,554 2 0	80 3	0
	ber and November, 1953		Lucknow	• • • • • • • • • • • • • • • • • • • •	24,583 7 3	19,082 11 0	5,500 12	3
-	ember and December, 19		Bahraich	• • • • • • • • • • • • • • • • • • • •	21,578 1 9	19,313 12 6	2,264 5	3
Octo	WITHOUT CHIEF TACCOLLINGS! IN	<i></i>			, /		4,404 )	_
Octo! Nove	ember, 1953		Moradabad		9.578 7 n	9476 3 6	100 0	
Octob Nove Nove Decem	ember, 1953 mber, 1953 and January, 1		Moradabad Kalyani Exhibition Industry, Calcutta	 ard Arts	9,578 7 0 81,558 12 3	9,476 3 6 56,730 13 0	102 3 24,837 15	-
Octob Nove Nove Decer	ember, 1953 mber, 1953 and January, 1 uary and March, 1954		Kalyani Exhibition Industry, Calcutta Kalpi Exhibition	ard Arts		•	24,837 15	-
Octob Nove Nove Decer Febru Marc	ember, 1953 mber, 1953 and January, 1 uary and March, 1954 ch, 1954		Kalyani Exhibition Industry, Calcutta Kalpi Exhibition Khadi Village Industr bition.	ar.d Arts rial Exhi-	81,558 12 3 3,142 14 6 6,351 8 6	56,730 13 0 3,079 13 6 5,348 0 0	24,837 15	3
Octob Nove Nove Decem Febru Marc	ember, 1953 mber, 1953 and January, 1 mary and March, 1954 ch, 1954 h, 1954	954	Kalyani Exhibition Industry, Calcutta Kalpi Exhibition Khadi Village Industr bition. Banda Exhibition, Le	ar.d Arts rial Exhi-	81,558 12 3 3,142 14 6 6,351 8 6 1,340 15 0	56,730 13 0 3,079 13 6	24,837 15 63 1	3
Octob Nove Nove Decei Febru Marci Marci Marci	ember, 1953 mber, 1953 and January, 1 muary and March, 1954 ch, 1954 ch, 1954	954	Kalyani Exhibition Industry, Calcutta Kalpi Exhibition Khadi Village Industr bition. Banda Exhibition, Le Banda Exhibition	ar.d Arts rial Exhi-	81,558 12 3 3,142 14 6 6,351 8 6	56,730 13 0 3,079 13 6 5,348 0 0	24,837 15 63 1 1,003 8	3 0 6
Octob Nove Nove Decer Febru Marc Marc Marc	ember, 1953  mber, 1953 and January, 1  mary and March, 1954  ch, 1954  ch, 1954  ch, 1954  ch, 1954  ch, 1954	954	Kalyani Exhibition Industry, Calcutta Kalpi Exhibition Khadi Village Industr bition. Banda Exhibition, Le Banda Exhibition Jamnagar	rial Exhi-	81,558 12 3 3,142 14 6 6,351 8 6 1,340 15 0	56,730 13 0 3,079 13 6 5,348 0 0 1,340 15 0	24,837 15 63 1 1,003 8 Nil.	3 0 6
Octob Nove Nove Decei Febru Marci Marci Marci Marci Febru	ember, 1953  mber, 1953 and January, 1  uary and March, 1954  ch, 1954	954	Kalyani Exhibition Industry, Calcutta Kalpi Exhibition Khadi Village Industrabition. Banda Exhibition, Le Banda Exhibition Jamnagar Provincial Exhibition	rial Exhi-	81,558 12 3 3,142 14 6 6,351 8 6 1,340 15 0 7,883 1 6	56,730 13 0 3,079 13 6 5,348 0 0 1,340 15 0 7,490 12 0	24,837 15 63 1 1,003 8 Nil. 392 5	3 0 6
Octob Nove Nove Decer Febru Marci Marci Marci Marci Marci Marci Janua	ember, 1953  mber, 1953 and January, 1  uary and March, 1954  th, 1954  th, 1954  th, 1954  th, 1954  th, 1954  tary, 1954  try and February, 1954	954	Kalyani Exhibition Industry, Calcutta Kalpi Exhibition Khadi Village Industr bition. Banda Exhibition, Le Banda Exhibition Jamnagar Provincial Exhibition Kumbh Mela	rial Exhi- eather	81,558 12 3 3,142 14 6 6,351 8 6 1,340 15 0 7,883 1 6 7,972 12 6	56,730 13 0 3,079 13 6 5,348 0 0 1,340 15 0 7,490 12 0 6,530 11 6	24,837 15 63 1 1,003 8 Nil. 392 5 1,442 1 3,724 6	3 0 6
Octob Nove Nove Decer Febru Marc Marc Marc Marc Marc Marc Marc Janua	ember, 1953  mber, 1953 and January, 1  uary and March, 1954  ch, 1954	954	Kalyani Exhibition Industry, Calcutta Kalpi Exhibition Khadi Village Industrabition. Banda Exhibition, Le Banda Exhibition Jamnagar Provincial Exhibition	rial Exhi- eather	81,558 12 3  3,142 14 6 6,351 8 6  1,340 15 0 7,883 1 6 7,972 12 6 14,585 9 9	56,730 13 0 3,079 13 6 5,348 0 0 1,340 15 0 7,490 12 0 6,530 11 6 10,871 3 9	24,837 15 63 1 1,003 8 Nil. 392 5 1,442 1 3,724 6	3 0 6 0 0 9

# APPENDIX "G"

Revised balance-sheet of Government U. P. Handicrafts as on March 31, 1953 as per instructions contained in A.G.S' letter No. W-1/2544, dated December 9, 1955

Cont	<b>1411</b>	eam A.O.D ic		er 140. W-1/2544, udieu Dece	111001 7, 1750	,	
Liabilitie		Rs. a.	p.	Assets	Rs. a.	p.	Rs. a. p.
Opening balance Sundry adjustment	••	17,25,673 7 10 5,83,215 11	9	Opening balance Less loss on account of fire	41,440 6 500 0	1 0	
Total	••	23,08,883 3	7	Total	40,940 6	1	
Less loss of previous year	••	1,13,118 6	0	Purchase of furniture and one car	13,668 7	6	
Total	••	21,95,770 13	7	•	54,608 13	7	
Less difference of withdraw	val 	76,806 10	0	Less depreciation Closing Stock	5,145 12	9	49,463 0 10 18,56,715 14 0
Total		21,18,964 2 1	0	Sundry debtors	2,01,415 7	3	
Outstanding liabilities Security account Security of parties			6	Exhibition Exhibit and Kiosh Miscellaneous debtors Miscellaneous S. and R. a/c	79,771 6 1	0	2,81,186 14 1 791 10 0 16,223 2 0
Deposit account	٠.	13,322 8	0	Damage account			823 11 6
Deposit account for bad de Sundry creditors				Kanpur Woollen sale			65 8 6 1,42,813 14 7
Sundry creditors	• •	2,03,300 10	,	Cash in hand			5,336 6 2
Total		23,53,440 1		- -	••		23,53,440 1 8
		Balance She	eet	for the year ending 31st March,	1954		
Liabilities		0.1004.61	_	Assets			
Opening balance	• •	, ,		Furniture Account opening balance	49,463 0	10	
Adjustment during year	• •	4,84,592 6	2	Purchase	3,223 13	0	
Total	••	26,03,556 9	0	_	52,686 13	10	
Less difference of withdraw and deposits	vals	22,583 6	7	Less depreciation 10 per cent	6,512 10	3	46,174 3 7
Total	.,	25,80,973 2	5				
Less loss of previous year		1,42,813 14	7	Closing stock			20,67,022 0 61
Total				Sundry debtors	• •		3,14,845 1 6 17,989 11 0
	•		_	Damages account Sales and return goods account			1,129 4 0 20,821 14 3
Sundry creditors Securities of parties (Supplie Deposit account	rs)	680 0 [4,179 5	0	Cash in hand Miscellaneous and sales return	••		14,554 4 9
Miscellaneous creditors		2,051 0	0	account Net loss	• •		55,283 9 2 1,61,892 15 1
Outstanding liabilities		15,606 12 (	0 .	Control of the Contro			•
Security account of staff Suspense account	• •		6 8	सन्यमेव जयते			
• • •	••						26.00.712.15.10
Total	••	26,99,712 15 1			· · · · · · · · · · · · · · · · · · ·		26,99,712 15 10
Liabilities		Balance Sheet fo	r t	he year 1945-55 as on 31st Mar Assets	ch, 1955		
				Furniture account			
Capital account Opening balance B/F from	nro.	_		Opening balance B/F from pre-			
vious balance-sheet		24,38,159 3 10	)	vious balance-sheet	46,174 3	7	• •
Sundry adjustments during t		2,92,440 3 3	2	Additions during the year	14,093 6	0	•••
year	••	<del></del>		· _	60,267 9	<del></del>	
Total	••		1 	Less depreciation	6,835 0		•••••
Less loss of previous year  Total		25,68,706 8		Loss depreciation		<del>'</del> _	53,432 9 3
				Closing stock	<del></del>		
Less difference of withdraw and deposits		4,94,885 3	0_	Sundry debtors Miscellaneous debtors	• •		18,24,286 8 1 3,37,834 0 9½ 3,12,714 6 0
Total	• •	20,73,821 5	1	Rampur account			10,736 0 9
Sundry creditors			1	Bill account	• •		2,247 0 0
Miscellaneous creditors Outstanding liabilities	• •	15,352-10	ő	and stock verification reports			62,009 11 1
Security deposit of staff	• •	358 1	6	Cash in hand	• •		21,132 1 9
Security deposit of parties Deposit account	••			Postage stamps	••		314 14 3 0 15 4
Tobacc account	• •	-,	-	Damages account	• •		1,157 6 0
		a		Loss during the year	••	_	3,07,568 0 7
Total	··-	26,23,927 2	4½	-	**		26,23,927 2 41
_			_				

Note—Interest on a capital at charge, i.e. Rs.24,38,159-10 at 3.5 per cent comes to Rs.85,335-9-2. Not charged to the profit and loss account, vide paragraph III of G. O. No. 1096/XVIII—289, dated April 6, 1934.

# APPENDIX "H" Stock account for 1954-55

By closing balances at 31st March, 1955 as per stock verifiers report intimated by the respective A.M. (Sales) and stock book balances and ledger balances.

	Nar	ne of sho	p							Hand	lloo	m —-	Arts
							· ·			Rs.	a.	p.	Rs. a.
1.	Hazratganj	shop	••	.,					•	87,53	1 10	0	70,490 6
2.	Aminabad	śhop	• •							56,40	3 6	6	28,102 13
3.	Allahabad	••						• •		48,95	5 4	6	25,702 13
4.	Dehra Dun	shop								34,78	7 15	7	13,018 4
5.	Meerut	• •							• ,	37,778	3	9	20,163 1 1
6.	Agra		• •			•	•			. 24,56	5 6	6	. 16,009 2
7.	Naini Tal s	hop (L.B	3.)	• •				• •		38,682	14	5	9,341 10
	Delhi shop		••							51,61	7 12	6	45,363 Q
9.	Trolley (sto	ck B. B.		• •			•		•	2,36	7 0	6	1,662 10
							Tot	al	•	3,82,68	9 10	) 3	2,29,853 15
10.	Stock in ma	in stores								8,02,142	8	3	2,12,179 10
11.	Stock in ma	in stores	(S. U.)							39,985		6	, -
12.	Exhibits in i	foreign co	ountries							26,279	0	2	
13.	Samples wit	h C. T.s	and Kiosi	ks						2,075		9	
14.	Exhibition u	inclosed a	account							34,883	9	0	
15.	Stock at P.	C. F., Bo	mbay							59,878		0	
16.	Stock with l	Indian Co	o-operativ	e Unio	n, Ne	w De	elhi .			6,502	2	5	
17.	Stocks with	D. S.[I.,	Almora							10,561	12	0	
18.	Stock in tra	nsit	••			1				3,367	13	8	
19.	Unauctione	d stock w	ith Messi	rs. Mak	and	Co.		2	.,	13,886	11	9	
					6		Total	39		13,82,252	14	7	4,42,033 9
								}					18,24,286 8
Bala	ince being th	e goods	on cost p	rice solo	1 dur	ing th	ne year		• •	• •			11,71,405 4
						¥ /)	Tota	1					29,95,691 12 6
Onening	Balance		•	Stock	acco	unt i	as per <b>a</b> t i	31-3					10 57 515 44
Purchase	s during the goods sold		• •	•••	1			y	••	6,06,408	1	7 <u>‡</u>	18,56,715 14 8,16,714 4
	k on Marci				dloo	m HE	मिव जयते	Art	••	0,00,400	•	, ē	
		,		Rs.	a.	p.	Rs.	a,					
Hazratga	ıni			87,031	0	9	85,917						
Aminaba				74,848	11	3	41,791						
Allahaba		• • •		65,492	2	3	31,033	12	ģ				
Agra		•••		35,144	7	3	16,149						
Meerut		•••		43,420	6		23,053						
Naini Ta	1	•••		2,907	9		10,554		3				
Dehra D		••		4,926	8		16,411	4					
rolley	••	••	••	808	5	3	2,202	-					
Delhi	•••	••	. 2	5,121			8,721						
		Total		9,700		1	2,35,837						
Stock in 1	main stores			4,938			2,57,664		10				
Summer				8,620		3	-, , ,	-					
	with foreign				-								
	Handloom			,502 1	2	2							
	th D. S. I. H					0							
Kiosk	••	• •			10	0							
Auction				,241 1		9				20,67,022	0	6}	
	То	tal	14,54	,359 1	2	81	4,93,501	6	10	26,73,430	2	2 :	26,73,430 2 2
Stocks in	Delhi and	Bombay	52	,983	5	3				·			······································
Exhibits					7 9								
	To	tal	15,73,	520 9	81	<del>-</del>							
		(6.1	) D S	CID	TA				76	A) H D			7777/437/

(Sd.) R. S. GUPTA,

Divl. Accountant.

(Sd.) H. R. WADHWANI, Special Manager.

# APPENDIX "H"—(concluded)

# Stock account of Government U.P. Handicrafts 1952-53

Opening balance		••	••				Rs. 15,05,464		p. 9	Rs.	a.	p.	Ŕs.	a.	<b>p.</b> .
Less goods set on							13,03,404	1	,				15,05,464	•	9
Purchase during t	he year												9,01,155		2:
Cost of goods sol	đ	• •	••							5,50,103	10	1 i	2,01,03	′	۷.
Stock as on Marc	h 31, 19	952								- ,,					
	·			Han	dlo	om	A	rts							
				Rs.	a,	p.	Rs.	a.	p.						
Hazratganj		• •		61,737	3	6	90,838	3	0						
Aminabad		••		46,652	15	9	30,975	5	3						
Allahabad		• •		44,447	7	0	26,991	8	6						
Agra	• •	••		31,378	3	6	11,356	2	9						
Meerut	••		••	38,504	0	0	18,163	9	9						
Naini Tal	••	••	• •	27,532	14	0	7,300	12	0						
Dehra Dun	• •	••		27,774	4	3	11,128	12	6						
Trolley Incharge	• •	• •	••	1,192	9	3	2,689	5	6						
		Tota!	••	2,79,219	9	3	2,01,443	11	3						
Main Store				9,26,374	3	9	2,96,073	3	_						
Summer uniform		•••	•	68,002			2,90,073	3	U						
Exhibition account	t and ex	hibits with f		•											
embassies	••	• •	· · ·	49 <b>,9</b> 80	15	3									
S & R goods at Del				34,129	4	3									
Kiosk and S & R	Closing	balance	• •	1,486	12	3	_			18,56,715	14	0			
		Total	•••	13,59,198	15	3	4,97,516	14	9	24,06,619	8	11	24,06,619	8	11

# APPENDIX "I"

Under order no. 1012/Ind.—V-pricing, dated January 20, 1955 from Joint Director of Industries, Uttar Pradesh, Kanpur for being given effect immediately

# Art Goods

···			Name o	of variety	मेव जयते			Per to	centa the	ge to nvo	be added
		_							a,	p.	Per cent
1.	Moradabad and		rass-ware a	nd E. P. N.	S. goods	• •	• •	• •	4	0	25
2.	Khalifa fine artic		••	• •	• •	• •	• •		2	0	124
3.	Saharanpur and l	Nagina wo	od carving						5	6	334
4.	Varanasi saree up	to <b>Rs.5</b> 0		• •	••				4	0	25
5.	Scarfs .	•			• •				4	0	25
6.	Zardozi bags .				• •		• •		4	0	25
7.	Marble .								5	6	334
8,	Ivory and bidar g	goods					• •		4	-	25
9.	Chikan							• •	-	0	25
10.	Silver .		••				• •		2	0	121
11.	Clay .	•	• •		••				4		25
12.	Plaster figures .						••	••	4	0	25
13.	Khurja pottery .							••	5	6	33 <u>1</u>
14.	Wooden toys .		• •	••					5	6	-
15.	Firozabad toys .		• •					• •	5	6	334
16.	Firozabad bangle						• • •	• •	8	-	331
17.	Hill sticks .		••			• •	• •	••	_	0	50
18.	Carpets .				• •	••	1 1	• •	5	6	334
	Tartile and de			• •	• •	••	• •	••	2	0	121
	TOATHE BOOMS .	·	• •	··		••	••	• •	4	0	25

#### IRRIGATION DEPARTMENT

This department has expanded immensely within the last few years. The expansion was naturally preceded by an extension of the acreage brought under irrigation facilities. In the year 1925, the total irrigated area in the State was 42,63,000 acres, which increased to 55,48,000 acres in 1938-39 and it further increased to 96,00,000 acres in 1954-55. If this pace of extension is maintained, the total area under irrigation facilities can fairly be expected to be 1,04,00,000 acres towards the end of the period of the first Five-Year Plan. It will thus be observed that within the last 29 years, the irrigated area has gone up by 2½ times. Side by side, it will be found that the capital expenditure of the department has also increased by leaps and bounds. As against the capital expenditure of Rs.12:45 lakhs on irrigation 15 years ago, the expenditure was Rs.9:64 crores in the year 1954-55 and the amount is expected to be Rs.11:77 crores in the current financial year (1955-56). As regards that portion of the expenditure, which is met from current revenues of the State, the cost of works including maintenance and repairs (but excluding Establishment charges) was Rs.3.56 crores in 1954-55 and charges on Irrigation Establishment during that year were of the order of Rs.2.82 crores. Till 1929, there was only one Chief Engineer. A second post of Chief Engineer was created when construction work on the Sarda system was taken in hand, and the two posts continued to exist till 1932-33. Then, a third post of Chief Engineer was added with the taking up of Hydel Schemes, i.e. construction of Power Houses and tube-wells. Two more posts of Chief Engineers were created later, although one of them is said to be purely temporary, the creation of which was in effect nothing more than conversion of a post of Superintending Engineer into that of a Chief Engineer. The Sub-Committee gave serious thought to the arguments advanced in of a Chief Engineer. The Sub-Committee gave serious thought to the arguments advanced in favour of the retention of all the five existing posts of Cheif Engineers, but were left unconvinced with the justification for so many posts. After analysing the existing trend in the department to increase the number of their officers, the Sub-Committee were led to the irresistible conclusion that the creation of so many additional posts was not based solely on grounds of exigencies of public service, which should be the main criterion in this respect. The difference in the salaries of a Chief Engineer and a Superintending Engineer ranges between Rs.600 and Rs.1,000 per mensem, and it is natural for Superintending Engineers to aspire for the posts of Chief Engineer. In order to satisfy the ambitions of these officers, additional posts of Chief Engineer are created, regardless of the fact whether there was sufficient justification therefor or not. The Sub-Committee felt that while creating a new post of Chief Engineer an important consideration which should weigh with the authorities is whether or not the efficiency of work will or will not deteriorate if the post was not sanctioned at all. Usually, this is overlooked with the result that the number of officers is steadily increasing at the expense of the tax-payer. Apart from this general observation, the Sub-Committee felt that the work of the Research Organization and tube-well section will by no means suffer if it was entrusted to a Superintending Engineer instead of a Chief Engineer. It was argued that the duties of the post of a Chief Engineer and Superintending Engineer were different, inasmuch as while a Chief Engineer was mainly concerned with the giving of advice to Government in technical matters, a Superintending Engineer was supposed to tour round the area in his charge and to look to matters in detail. That is to say, a Superintending Engineer cannot perform the duties of a Chief Engineer and vice versa. The Sub-Committee, however, did not subscribe to this view as they were unable to see why a Superintending Engineer could not also advise Government in technical matters. Moreover, if the Public Works Department (B & R) and Power Department, which have no less work-load, can carry on with only one or two Chief Engineers, it is difficult to concede the necessity of retaining as many as five Chief Engineers in the Irrigation Department. The existence of so many persons as heads of department not only leads to waste of public money, but it also results in loss of efficiency. Therefore, for the sake of economy as well as efficiency, it is desirable, nay imperative, that there should be only one post of Chief Engineer and all other existing Chief Engineers should be designated as Superintendent Engineers. into consideration the various matters involved in this proposal, the Sub-Committee would suggest retention of only three posts of Chief Engineers during the next two years, after which there should be only one Chief Engineer. With the immediate retrenchment of two posts of Chief Engineer, there will be saving of Rs. 25,000 to Rs. 30,000 in the first two years, and after the abolition of all the four posts there will be an economy of Rs.60,000 per year. Added to this saving will be the economy effected in the expenditure over the establishment of the Chief Engineers who will be designated as Superintending Engineers. In all, a saving of about one lakh of rupees is likely to be achieved every year under this head alone.

#### Wastage

There is a good deal of wastage in this department as will be apparent from the number of vehicles here, whose number is 496. These are all heavy vehicles. Such a big fleet of vehicles can be required or fully utilized only when there are water-tight compartments in the department without any co-ordination among themselves. If inspection of works, survey of sites, carriage of materials and tools and plant to sites of work is organized in a planned manner so as to prevent repeated inspections of a work by the same officers, or different officers visiting the same site, it would not be difficult for the department to reduce the number of its vehicles to say 400. Similarly, the number of staff cars with the department which is at present 109 can also be brought down to only 75 to start with. The reduction in the number of vehicles is expected to result in a saving of about three lakks of rupees in the first two years of the implementation of the suggestion.

The Sub-Committee found that the exising rates for works had not been revised in view of the falling prices of raw material and cheap labour. Sri Shri Chandra, M.L.A., who was specially invited to attend one of the meetings of the Sub-Committee, was of the opinion that there should be an ad hoc cut in the schedule of rates for work done in the P. W. D., Irrigation and Power Departments. According to him, if this were to be done, there would be a saving of Rs. 5-17 crores. The Sub-Committee are of the view that if even a 5 per cent reduction

were imposed on the schedule of rates of the Irrigation Department, it would afford a saving of Rs.60 lakhs a year. In view of the above, it is recommended that the 5 per cent reduction in rates should be effected immediately and after two years the rate of reduction can be carried to 10 per cent. There need be no apprehension on the score of any dearth of contractors to take up work at reduced rates because the Sub-Committee understand that there will be a number of contractors who will be ready to accept lower rates, provided they do not have to wait long for payment of their bills or to grease the palm of officials taking measurements and making payments.

In this connection, it is important to note that at present measurements are taken mostly by overseers. The Public Works Department (B & R) have entrusted this work to Assistant Engineers because they wanted to root out corruption which was found to be rampant among low-paid overseers taking measurements. The Irrigation Department have done nothing of this sort, because they feel that the system of Assistant Engineers taking measurements in place of overseers is unworkable. In this department, payment of bills is made by the office which takes measurements or prepares bills. The Chief Engineer considers this system to be working satisfactorily and he does not favour any change. According to him any other system would lead to delay and inconvenience. On the other hand, the Sub-Committee reliably understand that contractors of this department were aggrieved against inordinate delays caused deliberately by officials concerned to extract the highest possible percentage of the bill as their commission before making payments. To effectively curb this evil, it would be advisable to lay down that payment of bills should be made either from headquarters or regional offices and in no case by the office which is responsible for taking measurements or preparing the bills. In his report, Sri C. C. Mukerji has inter alia emphasized that the work of taking measurements should invariably be entrusted to Assistant Engineers with a view to exercising an effective check on corrupt practice adopted by persons concerned by making incorrect recordings in respect of the work to be paid for. He suggests that this will also ensure greater contact with and closer examination of the work which will lead to greater efficiency. The Sub-Committee are in complete agreement with this view as also with the suggestion that the bulk of work should be carried out through Assistant Engineers who are better qualified and have a wider outlook than overseers. It is accordingly recommended that the system of entrusting Assistant Engineers with the wor

Another serious drawback in the working of this department is that there is no approved list of contractors and names of contractors are included or expunged by assistant engineers on their own. This lee way is likely to be availed of by unscrupulous persons to their personal advantage. The Sub-Committee do not approve of this arrangement, and feel that there should be a proper list of licensed contractors which should contain the names of only those contractors who have a thoroughly good record of service and have never been reported against as having taken recourse to unfair practices. These contractors alone should be given contracts for the execution of important work of the department. The Sub-Committee were informed that certain steps have recently been taken in this direction, but in the opinion of the Sub-Committee that was not enough, nor was it likely to have a salutary effect.

A sizable economy is also possible if the posts of Deputy Revenue Officers and Sawars could be abolished. The posts of Deputy Revenue Officers were created about 40 years ago for the settlement of disputes relating to sharing of canal water, distribution of supplies, looking after complicated cases of assessment of water rates, management of land of the Irrigation Department and grant of their leases. The officers possessing so much power sometimes abused them with the result that these officers are now looked upon with terror. Things have now changed and in our present day administrative set-up there is no need for these officers. Assessment of compensation for the land acquired is already being done by the tahsil staff. Distribution of water supplies and management of Government land should, in the opinion of the Sub-Committee, be left to the care of an Assistant Engineer of the department. The Sub-Committee are, therefore, of the view that there is absolutely no need to have 30 posts of Deputy Revenue Officers in 72 divisions, and there is no force in the plea of the department that if these posts were abolished, 30 more posts of Assistant Engineers will have to be sanctioned.

The posts of Sawars are also a relic of the past, when very few postal facilities were available and telegraph and telephones were not much in vogue. Since these facilities now exist, the posts of Sawars, who are supposed to transport the dak of Executive Engineers daily, and who actually work as domestic servants of the above officers, are no longer required. The Sub-Committee, therefore, suggest that the posts of Sawars, runners or dak-coolies, by whatever designation they may be called, should be retrenched. This would mean a saving of Rs.6 lakhs per year.

This department like several other departments has its own arrangements for publicity. Contrary to the practice followed in advanced countries of having a centralized agency for publicity work, different departments of this State carry on their publicity work independently of each other. This process has got to be reversed and the Sub-Committee think that there is no justification for the retention of the post of Publicity Officer in the Irrigation Department. It is suggested that the publicity work of the department should be entrusted to the Director of Information.

One of the suggestions made to the Sub-Committee was that a good deal of wasteful expenditure in the department could be avoided if the department prepares efficient and economical designs. It was added that if the present designs are suitably amended there would be an effective saving of 20 per cent of the estimated cost. The Sub-Committee agree that there is wasteful expenditure in connection with the construction of canals and laying down of dams. To quote a single instance, it may be recalled that the dam at Chhitaunighat at the border of Deoria and Nepal, which was constructed to check floods in the district of Deoria has caused devastating floods in the low-lying areas of the Nepal tarai. Whatever be the extent of damage by these recurring floods, the very fact that measures to control floods at one point have acted with increased severity at another

point shows lack of planning. Leaving this specific instance, the Sub-Committee are aware of the general grumble that the working of the Irrigation Department is not efficient and involves wasteful expenditure. To obviate this criticism, the department has to exercise stricter control over bad designing and planning. The Sub-Committee have no doubt that if this is done, a saving of Rs.50,00,000 can at a modest estimate, be expected in the expenditure of the department.

#### Rihand Dam

It would be appropriate to quote here the defective planning of the Rihand Project. The original estimate of construction of this dam amounted to Rs.35 crores. It has now gone up to Rs.45.95 crores. The dam, when completed, is expected to yield an income of Rs.221.43 lakhs per year. If interest on capital and depreciation at 2 per cent and 3 per cent respectively are calculated, the entire revenue from the dam would be wiped off. To ward off that eventuality, the Power Department will have to increase the rates of power supply, as it has done already, by increasing the rate from six to ten pies and from 2½ pies to 4 pies. The outcome will be that our power supply would be very expensive and rather uneconomical, thereby defeating the object of construction of the dam, viz. supply of cheap power. What the Sub-Committee would like to emphasize is that the method of expenditure on this project is not as efficient as it should have been. One of the glaring anomalies is that although the actual construction work has been entrusted to a very responsible firm, viz. Hindustan Construction Co., the Irrigation Department keep their own officers for supervision. There is one Chief Engineer, one Superintending Engineer, 4 Executive Engineers, 16 Assistant Engineers and a large number of overseers and work agents. The firm will have to be paid Rs.17 crores. In addition, serveral crores of rupees will be spent on the supervisory staff just mentioned over a number of years. The Sub-Committee feel that if so much expenditure had to be incurred by Government on keeping supervisory staff, the Irrigation Department should have, with some more expenditure, taken up the work itself. The department, however, hold the view that if the work had been conducted by it directly, the quality of work would not have been as good as would be secured on construction by the Hindustan Construction Co. Granting that, the Sub-Committee fail to appreciate the propriety of maintaining such a large staff for supervisory duties at the expense of the ta

The Sub-Committee further suggested an economy of Rs.5 lakhs under the head "Contingencies" for works by reducing the percentage of contingencies from 5 per cent to 1 per cent.

#### **Summary of Recommendations**

	1 V: C: W V			Ks.
1.	Abolition of two posts of Chief Engineers in the Irrigation Department with	immediate	effect	30,000 (Annual saving)
2.	Reduction in the number of heavy vehicles and staff cars	• •	••	3,00,00 (Annual saving)
3. 4	Reduction in the schedule of rates for works by 5 per cent  Abolition of the posts of 30 Deputy Revenue Officers and all the posts of Sawa	rs. dak-cool	ies and	60,00,000
٦. د	runners etc  Transfer of the work of publicity of the Irrigation Department to the Directors			6,00,000 13,000
٠.	Titling of title a profession of sure stribeness abstraction and a present			(Approximately)
б.	Stricter control over bad designing and planning	• •		50,00,000
7.	Reduction of the administrative expenses of the Rihand Dam		• •	50,000
8.	Reduction of the percentage of contingencies from 5 per cent to 1 per cent	••		5,00,000
		Total	••	1,24,93,000

#### JAIL DEPARTMENT

The Sub-Committee have examined the expenditure and the working of the Jail Department and have following recommendations to make:

- (I) In the opinion of the Sub-Committee, it is necessary to reorganize the whole system of jail administration, so as to utilize the man-power of jail population to the maximum extent and in conformity with the modern notions of rehabilitation of prisoners. The Sub-Committee feel that jails should be made paying concerns and the present burden on tax-payer should be minimized by taking bold steps in this direction. The object to be aimed at should not only be the gainful employment of prisoners but they should be given adequate training in such vocations as may help the prisoners after their release in earning their livelihood and their absorption in the society. The prison administration should help a prisoner in reconstructing and remodelling himself and his incarceration should not devitalize him by depriving him of the elements which are necessary in leading a social life. It is, therefore, suggested that, side by side with the gainful employment of prisoners, they should be encouraged to develop their personality and acquire training in some useful vocation or trade.
- (II) The Sub-Committee find that the system of audit and accounts in jails is defective to the core and requires thorough overhauling and reorganization. It is, therefore, suggested that immediate steps should be taken in this direction.
- (III) It is also suggested that there should be a separate Accounts Officer attached to the Director of Jail Industries to look after the accounts of the Industries Section of the Department.

- (IV) In order to suggest economy in the Jail Administration, two aspects of the question which need due consideration are (1) Reduction in jail population and (2) Increase in the receipts of the department by fully utilizing the man-power lying idle in jails. The Sub-Committee have examined both these aspects at great length and have the following recommendations to offer:
  - (1) It is necessary that the Intensive Probation Scheme which has been very recently launched by the State Government in certain districts should be introduced in the whole of the State. In this connection, the Sub-Committee welcome the appointment of an Additional Deputy Inspector General of Prisons and feel that this officer should look after Intensive Probation Scheme, Childrens Act, etc.
  - (2) The existing system of short-term imprisonments should be given up and suitable fines be imposed instead. The Sub-Committee feel that if this recommendation alone is implemented, there will be an economy in the expenditure of the Jail Department to the extent of Rs.25 to 30 lakhs.
  - (3) There should be quick disposal of cases in order to relieve pressure of undertrial prisoners who constitute 70 per cent of the Jail population.
  - (4) There should be more open-air prison camps, which would reduce the expenditure incurred on the feeding of prisoners because the cost of their maintenance would be deducted from the wages of convict labour.
  - (5) Necessary steps should be taken to secure large number of premature conditional releases on probation of prisoners. On a modest estimate, the implementation of the above recommendations will mean a saving of Rs.35 lakhs to Government every year.
- (V) The second aspect of increasing the receipts of the department by utilizing the manpower lying idle by gainfully employing them in jails is no less important and deserves careful consideration.
  - (1) It is no secret that jail industries are disorganized and disjointed and most of them are either wasteful or uneconomic. Reorganization of jail industries is, therefore, a matter which has to be taken up without loss of any further time.
  - (2) A clear perception of the value of jail products is made difficult because of the fact that the cost of labour is not included in the cost of products. This is obviously necessary.
  - (3) There is no organized system of advertising jail products and there is no directive from the Government to its different departments to purchase their requirements from jails, as far as possible. The Sub-Committee think that the necessity for taking both these steps is clearly indicated.
  - (4) There is no incentive for prisoners to work in jail factories because they are not paid any wages except in the Model Prison, Lucknow, and the provisions for remissions for good work are also not as liberal as they should have been. It is, therefore, necessary that adequate steps in this direction should be taken as soon as possible.
  - (5) The existing Jail Depot at Lucknow is practically a useless institution. In the opinion of the Sub-Committee it should serve only as an agency for advertising jail products and for that purpose it should be organized as a museum of jail products. This will reduce the expenditure over Jail Depot by about 50 per cent.
- (VI) The Sub-Committee feel that if their recommendations regarding reorganization of jail industries are accepted the initial saving in the first year will be of the order of Rs.10 lakhs. As stated earlier, our object should be to help jails in achieving self-sufficiency and thereafter develop them into paying concerns. The Sub-Committee are confident that provided the 60 per cent of able-bodied population of jails who can put in 8 hours of work a day, is put to gainful employment, the target would be well within our reach.
- After examining the financial implications of reformatory and rehabilitation schemes, the Sub-Committee feel that if these schemes are properly adjusted, there can be an effective economy of Rs.35 to 40 lakhs in the first year and of Rs.50 lakhs in the second and subsequent years, no matter howsoever the jail population increases.
- The Sub-Committee also recommend raising of the present scale of pay of warder staff and if possible even of assistant jailors, as they feel that in no case should a warder or head warder get less than what a constable and head constable gets, because the duties of warders are equally arduous and responsible. Even after this increase, the economy in the jail budget of Rs.10-15 lakhs remains.

#### Summary of Recommendations

- 1. Reorganization of the jail administration with a view to securing gainful employment of all prisoners.
  - 2. Improvement in the system of audit and accounts in jails.
  - 3. Creation of a separate post of accounts officer to look after the accounts of jail industries.
  - 4. Desirability of introducing the Intensive Probation Scheme in all the districts of the State.
- 5. Replacement of the existing system of awarding short-term imprisonments by that of imposing suitable fines.

6. Expeditious disposal of cases with a view to relieve pressure of undertrial prisoners in fails.

Establishment of additional open-air prison camps.

Desirability of introducing the system of premature conditional releases of prisoners 8. on probation on an extensive scale.

Reorganization of jail industries and the Jail Depot at Lucknow in certain directions.

# 9. Reorganization of jail industries and the Jau Depot at Duckhon in 10. Increasing the present scales of pay of warder staff as also that of assistant jailors.

### REPORT ON JAIL DEPOT, LUCKNOW Functions and Objects of Working of the Depot

1. The main functions of the Jail Depot are: to advertise the jail products, to display samples, to do retail and wholesale business in standard goods, to supply commercial intelligence in respect of jail industries and to help and guide in introducing new designs. Besides, the objects of the Depot are to provide marketing facilities for jail manufactures of this State, to acquaint the public with the products of jails in this State and to serve as a medium to convey to jails the requirements of the public.

Manufactures are sent to the Depot for sale from all the jails. The Depot sends orders regularly to the jails either for stock or for a customer. The latter also send periodically a list of the articles which they have in stock and the Depot sends for those of them which it requires for its stock. The jails also make inquiries about the articles they should make for the sale at the Depot.

The price charged at the Depot is the same as at the jails, plus a small extra amounthalf to one anna per rupee—to cover cost of railway freight and cartage incurred in bringing the articles from the Jails of this State. Orders are also booked and passed on to the jails.

All the articles are stocked and sold on behalf of the jails. The Depot does not pay the jails outright for the articles sent, but sells them and remits the sale-proceeds to them. The accounts of the various jails are maintained separately. They are made out quarterly and sent to the jails. These accounts give the details of the articles sold during the quarter and a complete list of their articles left in balance in the Depot. These are verified by the jails from the accounts main ained by

It is felt that the depot has not been able to fulfil all its objects and perform all the functions mentioned above. The jails which manufacture the articles sold at the Depot are equally to blame if the Depot has not been able to achieve all its objects and they should keep up their past reputation in the matter of quality and feed the Depot timely and properly in so far as the quantity of manufactured goods are concerned.

#### Staff-Past and Present

2. The Jail Depot was opened in 1938 in order to provide marketing facilities for the jail manufactures of this State. The Depot was placed on a permanent basis and the following posts attached thereto were made permanent with effect from April 1, 1942, on the rates of pay shown against each:

1,	Manager				Rs.75 per month plus one per cent commission on sales (classified
•	0 0-1				as honorarium).
	One Salesman One clerk	• •	• •	• •	Rs.40—2—50 per month. Rs.30—3—60 per month.
	One peon	• •	• • •	• •	Rs.10—1—14 per month.

Besides, two attendants at the rate of Rs 12 per month each and a part-time Chaukidar at Rs.3 per month were paid from Contingencies and remained temporary.

The staff in March, 1956 consists of:

```
Chaukidar
                    . .
                              Ditto.
                           1 Rs.3 p. m.
1 Rs.5 p.m.
(Part-t ime)
 Sweeper ...
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There has thus been an increase of one salesman, conversion of the part-time Chaukidar into whole-time, one part-time sweeper and one part-time water-carrier and up-grading of the payscale of the Manager besides grant of a special pay of Rs.50 per month to him, although his services are now utilized part-time for the Depot instead of whole-time previously as Manager. The annual expenditure on the Jail Depot in 1954-55 amounted to Rs.11,480 excluding pay and special pay of the Assistant Director of Jail Industries but including the commission on sales paid to him (vide, Annexure "A"), as against Rs.4,354 in 1939-40. The total income, i. e. the estimated cost of wages plus gross profits being Rs.22,530 in 1954-55, the annual expenditure that year (Rs.11,490) plus the expenditure of say about Rs.14,500 (i. e., 1/5 of annual sales) on account of diet medical sanitary, etc. charges of prison labour engaged on industries, exceeds account of diet, medical, sanitary, etc. charges of prison labour engaged on industries, exceeds the annual income by Rs.3,460 including diet charges, etc. the annual expenditure (Rs.25,990) is 30 per cent of the annual sales.

The incidence of annual expenditure, when compared with the total annual income and annual sales, is inordinately high, uneconomic and calls for an appreciable reduction. The following reductions are suggested:

- (a) There is no necessity of a Part-time Assistant Director.
- (b) One Salesman is enough, the other post of salesman may be retrenched.
- (c) One attendant and one peon should be enough, the second post of attendant may be reduced.
- (d) The whole-time Chaukidar for the purpose of night watch is unnecessary. A parttime Chaukidar for the night time should do.
- (e) Special Pay of Manager is not necessary.

If the above suggestions are implemented, a saving of Rs.5,000 per annum will be affected.

#### Annual Sales, Income, Expenditure and Profit and Loss

3. The figures of annual sales, income, expenditure and the profit and loss since the opening of the Depot, as supplied by the Assistant Director, Jail Industries-cum-Officer-in-charge, Jail Depot, are as follows:

					Annual	Income			
	•	Years		Annual Sales Rs.	Profit at 1/9 on sales Rs.	Plus cost of wages at 1/5 on sales	Annual Expenditure Rs.	Net Profit (3—4) Rs.	
		1	<del></del>	2	3		4	5	
1938-39				12,372	3,849	<del></del> )	2,314	1,535	
1939-40		••		23,996	7,465	5	4,354	3,111	
1940-41				29,496	9,176	5	4,545	4,631	
941-42		• •		35,425	11,719		5,097	6,622	
942-43		• •	,.	44,416	13,818		5,461	8,357	
943-44		• •		41,105	12,788		6,311	6,477	
944-45				86,610	26,945		7,230	19,715	
945-46				70,969	22,082		8,326	13,756	
1946-47			• • •	67,595	21,020	- }	8,821	12,199	
1947-48	• •	• •	• •	56,560	17,596		12,613	4,983	
1948-49	• •	• •	••	65,787	21,466		12,700	8,766	
1949-50	• •	• •	• •	45,925	14,288	í	13,431	857	
1950-51	• •	• •	• •	73,435	22,846		12,929	9,917	
1951-52	• •	• •	• •		48,482	Ś	15,378	33,104	
1952-53	• •	• •	• •	1,55,835	25,393	<u>.</u>	14,868	10,525	
	• •	• •	• •	81,621			13,860	6,756	
1953-54		• •	• •	66,266	20,616		11,490	11,040	
1954-55		• •	• •	72,419	<b>22,5</b> 30		11,490	11,040	

#### Cost of Raw Material

- 4. In accordance with the rules laid down in Appendix "G" of the Jail Manual, the sale price of an article produced in jails is determined after taking into consideration the following factors:
  - (a) the price of raw material prevalent in the market at the time,
  - (b) the estimated cost of wages, and
  - (c) a percentage of wear and tear of tools and a percentage of profit calculated on the total of (a) and (b) above. The profits are required to be calculated at the rate of 12½ per cent of the cost price.

The Depot has no records showing the price of raw materials, cost of wages, depreciation of tools, nor of profits calculated with reference to price of raw material and cost of wages.

### Cost of Wages

5. There are provisions in the rules contained in the U. P. Jail Manual that in the column "Estimated cost of Wages" occurring in their book of estimates the jail authorities should enter the wages usually charged by free labour for the same kind of work, and not the wages of convicts employed, calculated at an arbitrarily fixed daily rate. In other words, prison labour should be assessed on the basis of the actual out-turn in terms of the market value of free labour. It is understood from the Officer-in-charge of the Depot that the I. G. of Prisons has fixed cost of wages in this connexion at annas 10 per day for unskilled labour and Re.1 per day for skilled labour. The Depot authorities have, however, adopted one-fifth or 20 per cent of the sale-price as the rough working basis in order to calculate the income from wages. This percentage does not seem to have the formal approval of the competent authority.

The table given above, regarding the Annual Sales and Net Profit is not very clearly indicative of the actual profit or loss earned on the sales by the Jail Depot. Firstly, it is understood that all the sales entered in the register of the Jail Depot are not the actual sales in the shop but include some sales made directly through producing units. Secondly, the system of calculation of prices is extremely defective and does not keep to the maxim of any other manufacturing concerns either in the Cottage Industry sector or Private sector. 20 per cent has been arbitrarily added to the manufacturing cost and the price of wages paid to the labourers is only a book entry because in majority of the Jails nothing has been paid to the convict labour. Secondly, the addition of 20 per cent is erroneous. Supposing a Durrie costing Rs.15 is on sale at the Depot, it can be presumed that only Rs.3 have gone towards its labour charges, which generally speaking, would mean two days' labour of an under-paid weaver. No Durrie can be prepared in two days in a jail. The Convernor asserts from his personal experience that it takes almost a week to get a Durrie from the jail factory. Therefore, this addition of 20 per cent is entirely wrong. In fact labour is nearly 25 per cent in the manufactured articles, these days, if not more. Thirdly, in no business concern, much less a Government concern, the expenditure should be beyond 30 per cent.

Although no business house would tolerate such a heavy ratio of expenditure, the Government Jail Depot is actually spending 80 per cent of the sale-price, even if the sale-price is to be taken as its face-value. This is preposterous. This is a sheer wastage of tax-payer's money. This is a position which cannot be tolerated by the Government any more. It is surprising that for the last so many years this has been allowed to go on unchallenged. However, another analysis of the Depot is given below which too would prove that neither the existence of Depot is justified nor it is either helpful in the maintenance of Jail Industries or the present convicts. A very important point is whether the Jail Depot serves the Productive Prisons. The answer is "No." The condition of Jail Industries will be examined by us in a separate report. But we have to point out here that the consensus of the opinion of Prison officials is that the Jail Depot was of little use either in disposing off the manufactured goods supplied by the jail to it or even for giving due publicity and advertisement thereof. Even though the best quality goods are supplied by the jail to the Depot, from time to time, the value and quantity of sale at the Depot is very much lower than that at the jail gate. Articles supplied in 1953 remain unsold. Shortages occur and are reported after months. Therefore, Jail Depot is no good for jail production.

The policy of the Government now-a-days, so far as Prison Administration is concerned, is to pay for the Jail labour. If the Jail Depot is to manage the jail products, it would be impossible for the Government to introduce paid labour system in its jails. For doing so, it may have to tap the purse of the tax-payer which of course nobody would suggest or advise. Under these circumstances, we think that a bold step would have to be taken. Our report on U. P. Handicrafts Board should also be studied along with this report and if we can put the Jail products in the U. P. Handicrafts or vice versa, then some way may be found out to meet the losses, to pay the convicts, and to improve the variety of the products. At present it is almost a stalemate. In a government agency no individual suffers if there is a loss or gain. We are of the opinion that as soon as Government steps in business arena, it must learn to be a business concern otherwise institutions, like Jail Depot should be removed from the list of commercial undertakings of the Uttar Pradesh Government.

Assuming that the estimated cost of wages, which are not actually paid to prison labour, is an income of the jails, the Jail Depot add the cost of wages in a year to the profits calculated at 12½ per cent of cost price, that is, 1/9 of sales, and after comparing the combined total with the figures of annual expenditure, have been showing net profits every year since 1938-39. This, however, is not quite correct a procedure. If the unpaid wages are to be treated as "Income" of the jails, the expenditure which Government incur on dietary, clothing, bedding, sanitary and medical charges etc., of the prisoners engaged on jail industries, should also enter into the calculation of the "annual expenditure", which is not done at present. Supposing the average minimum rate on account of dietary charges, etc., of the prison labour is the same as has been assumed for estimated cost of wages, namely 20 per cent of the sale-price (although it should be more than this percentage), then the "total expenditure" figures for last three years, (in paragraph 3 above) for example, would compare with the "total income" figures as follows, and there would appear to be net loss every year instead of net profit, as claimed by the Depot:

Year		Total Income	Total Expenditure	Net loss
1	<u> </u>	2	3	4
1952-53	••	Rs. 25,393	Rs. 14,868 plus 16,324=31,192	Rs 5,799
1953-54		20,616	13,860 plus 13,253=27,113	6,497
1954-55		22,530	11,490 plus 14,484=25,974	3,444

If the pay, special pay and D. A. of the officer-in-charge of the Depot is included in the annual expenditure (which is not so included at present), the loss of Government will be greater by Rs.4,560 per annum. In view of the fact that Government are actually sustaining a loss every year it is for the serious consideration if the Jail Depot should be continued at all, and if so, whether it should not be merged with the Aminabad Branch of U.P. Handicrafts, as suggested by the Director of Cottage Industries, Uttar Pradesh, and also endorsed by the I. G. of Prisons, recently. Their amalgamation thus would result in a saving to Government in one department without impairing the sales of U. P. Handicrafts. The Statement "B" appended to this Report will show that the merger will be advantageous to Government.

### Sales Price at the Depot

6. On the basis of price of raw materials, estimated cost of wages, profits at 12½ per cent and wear and tear of tools, the I. G. of Prisons circularizes from time to time the prices of jail manufactured goods for sale at the various jails, and to this price the Jail Depot adds a small amount of-/-/6 to -/1/- per rupee for freight, cartage, packing, etc., charges. In the annexure "C" to this report are shown the details of prices of jail manufactured goods sold at Jail Depot in the month of December, 1955. It will appear that only 5 maunds and 11 seers of Newar were sold in one month at the average rate of Rs.5/9/- per seer. 59 Durries and 14 Asnis were also sold during that period at the average rate of Rs.6/4/- per seer, four carpets at the rate of Rs.42/7/-each, 22 Moonj Mats and 946 Dusters at the rate of Rs.13 per dozen on the average were also sold during the month.

The abnormally low sales appear to be due to:

(a) higher prices than those prevailing in the market,

(b) insufficient publicity and lack of advertisement of jail products.

It may be mentioned here that the figures of total sales as per Depot books are not perfectly reliable, because no intimation is received at the Depot about the actual book adjustments involving Government Departments carried out by the Accountant General, Uttar Pradesh, in his accounts. The Accountant General should intimate the Depot through the Inspector General of Prisons all such book adjustments.

#### Outstanding Dues

A list is appended with this Report, showing the names of officers, Government Departments and Private parties against whom dues are outstanding. Some of these dues are as old as April, 1955. It should not be difficult for the Depot to realize the dues from Government departments and officers if they are reminded regularly and by personal approach, if necessary. The amount due from Messrs. Emron & Sons on account of supply of Newar is the oldest and is noteworthy. It appears that out of the amount of Rs.497/12/- due from this firm, a sum of Rs.300 has been paid recently. The balance should be recovered without delay.

#### **Irregularities**

- 8. (i) Physical verification of stock—Shortages and excesses detected during the course of the last audit inspection have not yet been adjusted and great delays occur in physical verification of Stock.
- (ii) Remittances to treasuries are delayed till accumulation of Rs.500 or above in the Depot.
  - (iii) Audit inspections by departmental audit officers are done at very long intervals.

The above irregularities should be got regularized as soon as possible.

#### Summary of Recommendations

- (1) The first and foremost point which struck the Sub-Committee is the unbusinesslike manner in which the prices of jail goods have been fixed. There is no system of cost accounting. The accounts which are kept do not properly indicate the cost of raw materials used. Wages are not taken into account on the basis of the actual amount of labour put in, but these are fixed on an ad hoc and routine basis of annas 10 for unskilled and Re.1 for skilled worker per day. Above all, calculation of the sale-price of goods is made on the rough and ready formula of 20 per cent profit without any regard to the prevailing market prices. The result is that the sale-price of all the important articles sold at the Depot are higher than their market price. There is little surprise, therefore, if the sales of the Depot are poor. In the opinion of the Sub-Committee prices should be brought down to the level of market prices in order to push up sales which are abnormally low and jail goods should be given widest possible publicity and advertisement. Another step that needs to be taken to popularize jail goods is that Government should urge on all the Heads of Departments including the Store Purchase Department to give preference to jail goods over the articles supplied by private parties. Report should be obtained periodically from the I. G. of Prisons showing the progress made in the matter of sales for analysing the trend and appraisal of the bottle-necks, defects or disparities in prices whenever found with a view to taking steps for their removal.
- (2) The Sub-Committee are, however, not sure whether it would be possible for the Jail Depot to lower its sale-prices to compete with private enterprize in the matter of sales. If the sale-prices cannot be brought down to the market level, it will be obvious that, from the purely commercial viewpoint, the Jail Depot is a losing concern. The bulk of goods remains unsold, prices of goods sold on credit remain outstanding. What is more, stock position appears to be nobody's concern, and not infrequently the jails fail to feed the Depot with the goods in demand.

#### REPORT ON JAIL INDUSTRIES IN UTTAR PRADESH

#### Industrial work in Jails

White submitting our report on the Jail Department, we had pointed out that the report on Industrial Section of the Prison Administration would be submitted later on. We would have rather avoided this very controversial aspect of the prison administration because the Uttar Pradesh Government had appointed a separate Committee to look into the Industrial activities of the Prison Administration. We tried to get a copy of the report of that Inquiry Committee, but so far it has not been made available to us. We tried to get some information for completing our report on Prisons and whatever little we got from the Department was extremely disappointing. To a certain extent, it was misleading. We made it quite clear to the Prison Administration that we shall not be content with round-about figures but the actual position shall have to be analysed. Therefore, with the permission of the Chairman of the Economy Committee, we decided to visit a few Jails. For the sake of economy, all of us did not go to one particular jail. Two members visited only one or two jails. The Convener visited Bareilly, Meerut and Banaras Prisons. The information received from the members who had visited prisons had to be collected and shifted and with the help of our valuable Assistant Sceretary (Finance), Sri R. C. Chatterji, we tried to probe into the Industrial Section of the Prison Administration. We are pained to submit that the result of the Enquiry is very disappointing. The Government is spending a good deal of money over the Industrial Section. But the Prison Administration very conveniently conceals its failure to make the best use of the man and material, given to it by the Government, by declaring that after all, Prison is not a "profit-making concern". We agree with the Prison Department in this respect. But we fail to understand and appreciate how can the Industrial work in the prisons be so unprofitable, with free labour and almost no schedule for the time to be taken for the manufacture of articles in the jails. We also do not u

Although he is an Assistant, he holds equal powers with the Director. Both of them have divided their powers, as decided by the Inspector General of Prisons. An order coming from the Director can be cancelled by the Assistant Director. These authorities are empowered even to ignore the advise of the Industrial Experts to the U. P. Government. Articles worth several thousands of rupees are allowed to rot in the jails. The Jail Depot has got to be advertised and must make out a balance-sheet which would apparently look to be profitable. I have yet to meet a single prison officer who is anxious to increase industrial activity in his jail, I found none with even one good work in favour of the Lucknow Jail Depot. It is general grievance of nearly all the jails that articles are sent to Lucknow Jail Depot, they rot there for a good deal of time, then they are returned and at the time of the despatch from the jail, while everything is in order, strangely at the Lucknow Jail Depot shortages are reported. The result is that the sale at the Jail-gate is unnecessarily affected. Every Prison Officer foels that left to himself, if he is allowed to sell his wares at the jail gate, he would show better results and declare greater profits.

- 2. Some of the sales at the Jail-gate are fictitiously entered as sales from Lucknow Jail Depot only to inflate the sales of the latter. This means a great discouragement to the prison officials who are unable to show good results by their hard labour.
- 3. Because there is no initiative or impetus given to the workers in prisons they do not take to the industrial activities seriously. Good industrial work in prison does not mean any extra remission. It is only a part of the hard labour. Therefore, whatever progress has been achieved in the Jail manufactures is due to the labour and industry of the prison officials. If the jail industry is to develop it is necessary that decentralization should be effective atonce. More initiative should be given to the Superintendents of the Prisons and their powers for giving remission to the good industrial workers should be extended. It is also necessary that wherever the Superintendent of Prison can afford to pay his workers, he should be allowed to give wages.

#### Waste of Money

4. The control of headquarters office at Lucknow is almost irksome and very harmful to the industrial growth of our prisons. We shall quote an example.

On 27th September, 1956, the total strength of Bareilly Central Prison was 2,026. Out of this, 1,192, was employed in Industry. Total number of man-days put in work in the month of August was 26,224. Total value of the output was Rs.27,048. Total cost of the raw-material was Rs.23,528. Total labour cost would amount to Rs.16,390, at the rate of annas 10 per labourer. Actually the total labour cost would come to Rs.19,919, if those labourers who prepared blankets are also not treated as free labour. We shall deal with these points at a later stage. We found that 595 workers in the Blanket Section were sitting idle. We enquired as to why they had no work and after probing the matter a good deal we came to the very sad conclusion that Lucknow headquarter office is criminally responsible for wasting the time and energy of hundreds of people in this jail.

5. The story is that the Textile Expert to U. P. Government reported to the Director of Industries after inspecting wool (for making blankets) along staple—900 maunds—263 Gaddies on 7th August, 1956, that the sample was acceptable. As against this Expert's advice of a high officer of the U. P. Government, the Inspector General of Prisons wrote to this Jail on 3rd September, 1956, that the Assistant Director of Jail Industries had found the sample of "Inferior Quality". The Inspector General of Prisons wrote on 27th September, 1956 for making fresh purchases and in that order he admits that the factory has stopped in September. The present contract for supply of blankets is 18,000. Out of this 11,000 are ready. Now in the month of November, when the prisoners will begin to need blankets to cover themselves, no supply will be possible. They will shiver in winter and curse the Government. It need not be written here on whom the curse should fall. Unless a High power Purchasing Committee is formed by the Government to look to the different requirements of different prisons, it is all a wastage. The present system of entrusting the purchases to one single officer is extremely dangerous and leads to such practices which are not very desirable. This practice has been responsible for the dislocation of Industrial activities in soveral prisons for the last several years.

#### The Defective Valuation of the Output

6. As we have written above the total value of output in August, 1956, in this (Bareilly) Jail was computed to Rs.27,048. This includes

							Rs.
(a) Cost of raw-material for the b	lankets, su	ipplied to t	he prisoner	s	••		18,000
(b) Rost—Other articles value	••	••	••	••		••	9,048
(c) The blankets do not include lab of 725 labourers who worked e	our charge ach day on	s which oug the blanke	ht to be at is i.e. for 15,	as.10 per he 950 worker	ead for an : s in 22 days	average in the	
month amounting to	••	••	••	••	••	••	9,969
(d) Four hundred and sixty-seven labourers worked on other a average of 1,192) workers	irticles for	another 22	dave. The	us total lah	nur i a 262	24 (the	
actually come to	• •				•		16 300

7. The prison has calculated that 1,192 labourers were engaged in the month of August. They worked for 22 days in the month. There were nine holidays in the month, including Sundays, Janamasthmi, etc. In 22 days they cost the Government Rs.447 per day for feeding, i.e. Rs.9,834 in the month. Their labour charges at annas 10 per day would cost the Government Rs.16,390 which means that had the State paid their labour charges, it would have incurred in all an expendi-

ture of Rs.26,224 on 1,192 prisoners in 22 days. By taking free work from them the State had saved for itself Rs.7,526. Had the State paid the labour charges of Rs.16,390 and earned Rs.27,048 from the value of the output it would not have been difficult for the State to deduct its feeding charges of Rs.9,834 from the wages and the balance of approximately Rs.2,000 left to them would have given a good deal of impetus to the workers and prisoners. Therefore, if the State is not introducing in the system of wages inside the prisons, it is actually losing in income and making its prison administration unnecessarily costly.

- 8. While the total raw material plus labour charges amount to Rs.16,390 plus Rs.23,528, i.e. Rs.39,918 total value of the output is Rs.27,048. This naturally means that what we have written in the preceding paragraph is a wrong mathematical calculation. The fact is that whatever is produced in jail is a heavy drain on the tax-payer. Labour plus raw material cost is much more than the actual value of the output. As against an investment of Rs.39,000 the income is Rs.27,000 which means a definite loss of Rs.12,000. This figure is always concealed from the Government by the clever manipulation by the Prison Department. Let us calculate the value of the blankets on which Rs.18,000 were spent for raw material and thus the blankets were declared to be valued at Rs.18,000. Add to it the labour charges of Rs.9,969 and 12½ per cent profit (as -/2/- per rupee) plus 2½ per cent wear and tear as allowed under prison rules, which would come to Rs.3,574. Thus, apart from the price of the raw material, labour etc., would mean to be Rs.13,543. Grand total value of the blankets for the market would be Rs.31,543. Nobody would purchase these blankets in the market for even half the price. Therefore, the tax-payer is contributing 50 per cent of the price of the blankets to enable the prison administration to supply the requirements of blankets to its prisoners.
- 9. The market value of other materials, purchased in this Jail amounts to Rs.9,048 i.e., on proper accounting the total value should be Rs.40,591, while the jail is calculating the value of the article produced by all Rs.27,048. It is a clear under-accounting of Rs.13,543. Instead of making grand total and then debiting the jail by this amount in the jail to jail supply the valuation of the articles is deliberately kept quite low.
  - 10. If the total value of the articles produced is Rs.40,591 then the position should be:
    - (a) Rs.9,834 for feeding the prisoners.

    - (b) Rs.16,390 labour charges. (c) Rs.23,528 cost of raw material.

Grand total Rs.49,752.

Let us deduct Rs.40,591 as the total value of the jail produce and we would find that Bareilly Central Prison is every month suffering a loss of Rs.9,161. Every purchase in the jail and every production in the jail is actually cheating the tax-payer of his good money.

#### Jail Depot Account

- 11. Let us correlate this analysis of ours with the work of the jail Depot. By sending the jail products to the Jail Depot, Jail money is dumped for unlimited period and often the Depot sells such materials on reduced price without the consent of the jails concerned which means a good such materials on reduced price without the consent of the jails concerned which means a good deal of loss to the jail factories. We found that Rs.5,542 of Bareilly prison is pending such settlement with the Jail Depot for quite a long time. No prison knows when its products will be returned back from the Depot, with a note that the articles are no good or not needed. Unless the Jail Depot is compelled to make cash payments for the articles which it purchases, this trouble will always go on. Often discrepancies are reported by the Jail Depot to jails that such and such item does not tally with the books of the Jail Depot and therefore, the burden of proving the genuineness of the supply is left to the jails. In some cases after five to six or even eight years, these questions are raised by the Depot. I wonder why this great defect has not been removed so far. are raised by the Depot. I wonder why this great defect has not been removed so far.
- 12. All the material supplied from jails to the depot are sent free of packing and forwarding charges and even railway freight has to be borne by the jail. All these expenses are not entered in the Jail Depot register and thus the depot conceals this account.

#### District Prison

13. In the District Prison of Bareilly 70 prisoners produced articles worth Rs.20 per day. This includes labour charges at annas 10 per day but not the feeding charges. If feeding charges are added, then it would be Rs.44 more a day added to the value of the articles produced. We find that while the State is spending Rs.44 per day on 70 prisoners, it is getting only article worth Rs.22 out of them. This is a terrific wastage of tax-payers money.

#### **Defective Schedule**

The valuation of the article is fixed by Government, according to a schedule prepared long ago. Anybody who would go carefully through the schedule would unhesitatingly declare that those who are preparing the schedule do not know their job. If labour charges are paid to these 70 prisoners it would come to Rs.44 at annas 10. How can the schedule or valuation be adjusted with such a terrific loss, is quite obvious.

14. Total sales in the District Jail, Bareilly, for the second quarter ending 30th June, 1956 ewere for Rs.1,813-15-6. In the first quarter ending 31st March, 1956 they were for Rs.937-13-0. According to the Jail Schedule, gross profit means total expenditure on raw material miscellaneous Fxpenditure on freight, customer's sale etc., and every cash transaction is treated as gross profit. Arom 1st January, 1956 to 31st June, 1956 this jail claim to have a gross profit of Rs.1,737-0-9. ecciording to jail schedule cash profit means the amount of cash spent and the amount of cash ra lazed, the balance is treated as profit. Therefore, if all payments have not been received by the jail and raw materials not yet fully consumed the actual position of this jail would be a cash loss of R<sup>3</sup>·4,490-15-9 for the term. Therefore, simply by the change in phraseology, how easily the gross profit is converted into a dead loss is quite obvious.

#### Varanasi Central Prison

- 15. It can be argued by some that the Committee has unnecessarily laid to much emphasis on the Bareilly Central Prison. For the matter of that let us now turn to another equally if not more, important Central Prison.
- 16. In Varanasi Central Jail, out of a total population of 1910, 386 only were employed in factories in the month of August, 1956. Of these 386 only 36 were working in Brass Factory, 28 in Carpenter's shops, 11 in Blacksmithy and 311 engaged in the production of Durries, mats, etc. Thus only 20 per cent of the entire population was engaged in some profitable work.
- 17. In Agra Central Prison, in the month of July, 1956, out of total population of 1870, 863 prisoners were employed in various industries i.e., 46 per cent were gainfully employed. Therefore the percentage differs from one Central Prison to the other. Leaving the old and infirm and those prisoners who were employed in the work of maintenance of prisons the percentage of those wasting their time and energy in jails is really unpardonable.
- 18. In Banaras Prison, out of 910 prisoners, 213 in all were working as Convict Overseers, 110 over Gardens inside the Jail, 90 over gardens outside the jail, 60 over annual repairs and 110 for general Safai. Thus 600 prisoners were somehow or the other engaged in some non-industrial work. In the month of July 1956, the cost of feeding the prisoners, excluding the medical clothing and other charges amounted to Rs.24,700 and the total output from Industries for the same month was Rs.8,738-8. In terms of man-days 10,881 prisoners were either sick or infirm etc., 47,277 were employed on unproductive work and only 11,957 were gainfully employed. 12,090 prisoners were given some superficial work in the name of hard labour simply because the Jail have absolutely nothing to gainfully employ them. The fact is that there is no industrial bias in the Central Prisons. It only depends on the fancy of the Superintendent of the Jail to create some work, or even to work on the beaten track of the manufacture of Durries or mats. Even those who are engaged in Industrial work, their output is disgracefully low. The Jail Products, leaving apart Durries etc., are shapeless and climsy. The equipment are old fashioned, time barred and wasteful. No attention has been paid in creating either an industrial atmosphere or in supplying the prisoners with good raw material and employment.
- 19. In Banaras Central Prison a plain granite pattern Durrie (size 7"×4") weighing 3 seers would cost Rs.7-8 for labour, plus Rs.1-5 as 12½ per cent profit, plus As. 4-3 as 2½ per cent wear and tear, plus Rs.8-14-6 as the cost of Dyed Yarn weighing three seers plus Rs.1-12 as the cost of 10 chhataks of yarn. The total cost in the manufacture of this Durrie would be Rs. 19-11-9. The yarn used to make it, according to Jail schedule is "No. 10". Had this Durrie been manufactured with No. 6 yarn which is much cheaper and in general use in the market, perhaps the chargeable cost of the Durrie which comes to Rs.19-11-9 would have been reduced. The rate prescribed for such Durrie for sale in the market is Rs.15-9. Thus the Government is actually suffering a loss of Rs.4-2-9 per Durrie. I wonder whether the Government knows in what clever way the actual cost of the Durrie has been concealed and it is the tax-payer who is paying for each and every Durrie, sold from the Jail Factories. It is surprising that while the position is that the jail is costing tax-payer Rs.4-2-9 per Durrie in each sale in there account books it has been shown under profit every year on its agricultural and Industrial production.

#### Agricultural Profits

20. Some of the Jails have adopted a clever system of showing huge profits in their agricultural production. Banaras Central Prison is one such an example. In the year 1955-56 the following was the position on the agricultural production in this prison.

						Rs.
(i) Value of crop produced in Kharif secan	••	••	••	• •	••	14,018
(ii) Value of crop produced in Rabi Season	<b>6-9</b>	••	••	• •	٠.	11,055
(iii) Total value of crops 🚤 🚤	••	***	••	••	••	25,073
(iv) Total expenditure (cost of seed, manure, st	taff etc.)	••	••	• •	••	2,818
(v) Net profit	<b>1-0</b>	•••		••	• •	22,255

There is an apparent lacuna in the above method of accounting of income and expenditure on agricultural products in the jail namely, that the charges on account of labour employed in the fields to produce agricultural products and also electric charges, medical, bedding etc., charges and the charges for watering the fields etc., have not been included in the amount of expenditure and if only the two items viz., Labour (Rs.35,500) and Electric (Rs.1,500) are added to the expenditure, the total expenditure would be Rs.40,818 instead of Rs.2,818 as shown in the Jail Accounts. In that case, there would be loss of Rs.15,745 during the year 1955-56 instead of a profit of Rs.22,255 as exhibited in the Jail accounts. Besides the above, there is also the account of vegetables produced in the jails which have been supplied to the officers, warders and other menial staff of the jail. It is stated that for 94 maunds of vegetables issued to the officers and officials a sum of Rs.492 were realized, i.e. at the rate of about Rs.5 per maund, while for 1,104 maunds of vegetables issued to warders and other menial staff a sum of Rs.11,040 were realized i.e. at the rate of Rs.10 per maund. The anomally in the two rates is obvious and it was not clear to the members of the Sub-Committee why a higher rate should be levied for supply of vegetables to the low-paid menial staff than that charged from the higher paid staff of the jails. There appears to be no prescribed accounting procedure or form either for income and expenditure on vegetables or other agricultural products grown in this jail.

#### Defects in Accounting

21. During the course of inspection of the accounts and records maintained in the Jail we came across a lot of discrepancies in accounting. To quote an example, in this connection, we would refer to a discrepancy in the Central Privon, Varanasi.

The figures reported to I. G. Prisons in quarterly statements in Factory Form No. 23 of total sales of jail-manufactured articles during 1955-56, namely, Rs.1,25,204 and the figure of sales of such articles given in the Jails Budget Estimates for 1957-58, a sum of Rs.46,538 only were exhibited as actual receipts from sale of jail manufactures during the 1955-56. The difference between the two figures was explained by the facts that a sum of Rs.56,649 was shown as "Deduct—Recoveries", being the recoveries on account of the various departments of Government which are realized by means of book adjustments, carried out by the Accountant General, Uttar Pradesh, Rs.5,208-11-3 being the advances given by members of public against orders for articles from this Jail which was adjusted against prices finally paid and a sum of Rs.27,324-11-3 being the amount of sales outstanding at the end of the year 1955-56 which could not be realized that year. Even after accounting for these items a difference of Rs.101 between the two figures could not be explained on the spot. The non-accounting of certain expenditure, namely, labour, electricity etc., in the total expenditure exhibited in the accounts for 1955-56 under agricultural products has already been mentioned above. Similarly, lack of proper accounting in respect of supply of the vegetable products of the jail and the difference in the rates of supply to the officials and menial staff, have also been mentioned above. These defects in accounting must be removed atonce in order to portray a correct picture of receipts, expenditure and profit or loss in respect of not only the manufactured articles but also of the agricultural, vegetable etc., products of the jail.

#### Meerut District Jail

22. We have referred above the actual loss in Agricultural production also inside the prisons. We shall illustrate out submission by quoting the figures from Meerut District Jail. On 18th October, 1956 the total population of Meerut District Jail was 889, out of which only 355 males and two females were convicts under rigorous imprisonment. The number of undertrials was 508. Twenty two were sick in the hospital. The very poor Factory Employment in this prison can be appreciated by the following tables:

	•		_				
Durrie				••		6	
Khadi Cloth	• •	• •		A	• •		
Weaving			-	Land of		8	
Moonj Ban			65/1	NATAS.	2	6	
Mat weaving			(2.5)	STECKLES!		4	
Newar making			V0.83		389	,	
Spinning	• •		786	1.0%47700001000000	0.0	10	
Khadder maki			6354		3	2	
Mindage index		• •	898		Ø .	4	
			ÿ	Total		38	plus 15 as learners in different trades Total 53.
			g de	EX EN	98	53	
Safai and Gard	_	• •	12.5		5)	4	
Waterman		• •	7050		300	I	
C. O's				Million Co.		3	
Carding Cotton	1	• •	- 1	त्यमेव जयत		2	
			GRAND	TOTAL	••	63	
						<del></del>	

23. There is acutally no factory work inside the prison. The primary industrial job of the prison is to purchase Chadders from Gandhi Ashram and supply them to other prisons. Each Chaddar, after deducting the commission from the Gandhi Ashram, costs the State Rs.5-4. If the same Chaddar is manufactured in this prison, it would cost Rs.2-2- for the raw material, labour of two prisoners in one day, i.e. at annas 10 per labourer, Rs.1-4 plus 12½ per cent porfit and 2½ per cent wear and tear i.e., in all Rs.3-6. Instead of utilizing the man-power in the jail, we are unnecessarily purchasing Chaddars from Gandhi Ashram and inflicting the burden on the tax-payer. Of the articles produced inside the prison, practically very little is sold because there is no agency to push up the sales. Therefore, the stock for sale on the date above referred was valued at Rs.500 approximately.

#### Construction work

24. Two new barracks had to be constructed in the prison and the quotation of the Public Works Department was for Rs.1.06 lakh. The jail administration increased the length of the barrack by 8 feet and still its cost came to Rs.34,000. The Public Works Department estimates did not include plastering the window slabs. While the prison cost includes both these items. Prison labour employed in the work was in all 2,160 and at Re.1 per prisoner, the total cost of the construction would amount to Rs.36,160 as against the Public Works Department's quotation of Rs.1.06 lakh for lesser work. This shows that every year atleast Rs.3 lakhs can be saved if repair work inside the jail is carried out by the prison labour and the prisoners are paid wages for such work.

#### Agriculture

25. The jail had total 90 acres for farming, and vegetable garden. Out of this 50 acres were used for agricultural production. Total production from 50 acres in 1955-56 was, wheat 345 maunds, gram 45 maunds, barley 19 maunds, peas 3 maunds etc. The total value of production

- was Rs.25,587 from Kharif and Rabi both, including the price of Bhusa also. Nearly 50 workers were engaged in looking after the cattle. Cost of production in terms of raw material was valued at Rs.14,776. The cost of labour at Rs. 10 per labourer would come to Rs.11,526 in the year under reference. Minimum cost of feeding the cattle (the price of Bhusa has been included in the total value of production) would amount to Rs.3,500 in the year (over 10 bullocks). The salary of five warders would be Rs.3,600. Thus, after spending Rs.33,396 the total production is valued at Rs.25,587 at tahsil rate i.e., there is a net loss of Rs.7,809 in the production.
- 26. It may be noted that Rs.9,000 was spent in the year under reference over manure. May be that in the year 1956-57, the expenditure on manure would decrease. But it will not be a very remarked difference. The total value of vegetables produced in the year 1955-56 was approximately Rs.16,000. But there was no income from the sale of vegetables because according to jail staff, nothing was supplied to the prison staff due to the scarcity of the stock.
- 27. A spread-up of the account of production and expenditure in jail is given in the attached statement to give some idea of the actual expenditure of the tax-payer in keeping up a prison with approximately 900 souls. This will give us some idea how man-power is being wasted and bad accounting is responsible for concealing the real picture of Prison Administration.

#### Aimless Work

28. There is no system of planning the Industrial production of our prisons. There is no method of training the prisoners in the various industries by means of proper selection and aptitude among the inmates for each industry. The small industries introduced are treated as stop-gap processes. They are not considered to be a serious training in the small scale cottage industries. The jail authorities are very careless about the sales. To quote an example, in Varanasi Central Prison, the value of the articles in store-house on 1st July, 1956 amounted to Rs.44,667-11-3 while the total sales during July, 1956 amounted to Rs.10,634-5-6. Nobody appears to take notice of such accumulation of stocks.

#### Recommendations

- 29. (1) The industrial activity of the prison should be decentralized atonce.
- (2) The cost of the raw material should not be more than the market price.
- (3) Yarns and Dyes should not be superior in quality to the prevalent market requirements and the variety used in indigenous productive centres.
- (4) There should be a high power Purchasing Committee for the raw materials and one individual in the prison office should not be entrusted with this work. There can be effective economy of a few lakhs of rupees every year in case the foodgrains are purchased through the Regional Food Controller of the regions concerned.
  - (5) The machinery for sales should be reorganized.
- (6) The Jail Depot, if not abolished, should be only a Show-room but prisons should be allowed to have their separate shops or even wholesale agencies.
- (7) Electric power should be supplied to the Industrial section in the prisons and prisons should be encouraged to use power for production purposes.
- (8) The choice of paying the wages and fixing the wages should be left to Superintendent of Prisons.
  - (9) Labour saving devices should be introduced in the prison factories.
- (10) All purchases from the prisons should be on cash basis and even the Jail Depot should not be allowed any credit purchase.
- (11) Bonus or special pay should be allowed to the staff of the prison engaged in the manufacture and sales of prison articles.
  - (12) Agricultural production should be reduced as far as possible as it is not proving economical.
- 30. If these suggestions are taken seriously into consideration, we expect that on a rough calculation no less than Rupees five lakhs will be saved to the State from the Jail Industries portion of Jail Budget while the income of the prisons would be doubled than it is to-day. Ultimately, the tax-payer is bound to gain no less than Rs.25 lakhs from the Industrial and Agricultural Section alone of the prisons.

	Year		Jail Dietary Charges	ietary Charges		Sanitation Charges	Miscella- neous Charges	Live- stock Contract		Total Jail	
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
1954-55	••		73,200	11,800	19,000	4,600	15,600	3,710	1,200	1,29,110	
1955-56			68,000	14,000	15,000	4,400	13,000	3,000	1,200	1,18,600	
1956-57 up to September 30, 1956 and anticipated		80,000	23,850	18,000	5,170	14,600	1,000	1,400	1,44,020		

# WORKS

		Year		Other works and repairs				Original Works	Total	
<del></del>		<u> </u>	·································		Rs.			Rs.	Rs.	Rs.
1954-55		••	• •	4	,235 plus 3,9	81=8,216	••	3,730	11,946	
1955-56	••		••		40,351 500		••	38,935	78,286 }	78,786
1956-57	••	• •	••	• •				• •	58,603	

# LOCK-UP

Dietary Charges	Hospital Charges	Clothing and Bedding	Miscella- neous Charges	Sanita- tion	Total	Manufac- turing Account	Charges for remov- ing pri- soners	Pay and T. A. and D. A.	Grand Total
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
61,350	7,000	4,500	2,500	600	75,950	2,297	3,708	68,891	2,79,956
42,000	5,000	5,000	3,500	100	55,600	( <del></del> ) 7,057	2,124	74,572	2,43,839
37,000	8,430	7,000	500	200	53,130	(—) 857	3,342	75,707	<b>2</b> ,75,342

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# LOCAL FUND AUDIT DEPARTMENT

The Sub-Committee discussed in detail the working of the Local Fund Audit Department with the Examiner, Local Fund Accounts and made the following recommendations:

1. The Local Fund Audit Department was charging audit fees at annas 12 per cent of their annual income only from local bodies and universities and nothing was being charged from approximately 1,300 educational institutions and other charitable institutions, such as, Red Cross, Planning Committees, etc. The Sub-Committee are of the opinion that free audits should be discontinued completely in all cases. If, however, in any case remission of audit fee is called for, a grant-in-aid of the required account should be given to the institutions concerned. The Local Fund Audit Department should charge its full fee from all institutions without exception. Even if it audits the accounts of Government institutions, such institutions also should pay the usual audit fee.

In the opinion of the Sub-Committee, the Government may, if they consider it necessary in special cases, make a provision for reimbursing local bodies or other institutions by adding to their grants in order to cover in full or any part of the audit fees, but in any case there should be no free audit.

- 2. The present system of auditing the account of local bodies has been looked into by the Committee. Although, there is a possibility of serious defects remaining undetected in the accounts of local bodies for the period for which no audit is conducted, the alternative is to extend audit to the un-audited periods and thereby increasing the present cost of staff which may have to be met by enhancing the present audit fees payable by the local bodies. The local bodies are, however, not in a position to afford to pay any increase over the audit fees which they are paying at present. The Sub-Committee recommend that the present system should continue, but no extra staff may be allowed to the department in addition to the existing staff. The Sub-Committee, however, recommend that a further sum of Rs. 39,000 representing the net expenditure on the department, (total expenditure Rs. 5,39,000 minus total income Rs. 5,00,000) should be recovered from the local bodies.
- 3. The Sub-Committee also recommend that the present scale of audit fees, namely, annas 12 per cent of the annual income of local bodies, should not be increased.
- 4. The Sub-Committee are satisfied that there is no duplication of work in the Local Funds Audit Department, taking into consideration the work of similar type done in other departments. There is also no complaint about the existing scales of pays given to the staff in the Local Funds Audit Department.
- 5. The Sub-Committee feel that if compulsory audit fee is imposed on all local bodies and institutions, including educational and charitable institutions, the Local Funds Audit Department will become a self-sufficient department and there would be an increase of Rs. 39,000 in receipts of the Government.

#### **Summary of Recommendations**

- I. Discontinuance of the existing system of exempting educational institutions, charitable institutions, planning committees, etc. from payment of audit fees.
- 2. Recovery of the difference between expenditure and income of the Local Fund Audit Department from the Local bodies.
  - 3. No increase in the present scale of audit fees.
- 4. Imposition of compulsory audit fee on all local bodies and institutions including educational and charitable institutions.

#### PANCHAYAT RAJ DEPARTMENT

Sub-Committee "D" discussed the working of the Panchayat Raj Department with the representatives of the Directorate and officer of Panchayat Raj Department of Secretariat and made the following recommendations:

- 1. The Sub-Committee considered at some length the question of collecting the arrears of Panchayat Taxes and the existing system of collecting those taxes. In the opinion of the Sub-Committee there was no authority behind the Panchayat Taxes, because in 90 per cent cases the Gaon Sabhas did not meet and obtain the consent of the villagers before imposing a tax. The Sub-Committee also view with concern the method of realization of arrears of tax through the agency of Kurk Amins, and feel that it would be very hard on villagers to pay arrears relating to the last five years. The Sub-Committee, therefore, recommend that the arrears amounting to about Rs. 2.5 crores may be written off by Government and the Gaon Samajes may be directed to meet and decide about the future taxation policy. It is also suggested that those who have already paid their arrears for last five years should be authorized to get their payments adjusted towards the Panchayat taxes that may be levied on them by the Gaon Samajes in future.
- 2. The Sub-Committee share the general feeling of the people about the Panchayat Raj Department, namely, that this department has not served the purpose for which it was created and that there was profound discontent in the rural areas regarding the working of the department. The Sub-Committee feel that this department would have fared better had there been an ample measure of co-ordination between this department and the Planning Department, of which in fact it is a part. The Sub-Committee feel that co-ordination between these two departments can be secured by designating the Development Commissioner as the Director of Panchayat also. Since,

however, separate departments of Secretariat are having control over the Planning and Panchayat Paj Organization and as these departments are under the charge of different Ministers, the Sub-Committee respectfully suggest that either the Panchayat Raj Department may be taken over by the Minister for Planning or the Minister incharge of Panchayat Raj Department may take over the Planning Department.

- 3. The Sub-Committee consider that the expenditure of Rs. 62 lakhs per annum incurred by Government on the pay and allowances of Panchayat Secretaries was extraordinarily exhorbitant considering the achievement of these officials. The Sub-Committee, therefore, recommend that the posts of Panchayat Secretaries should be abolished, and the Village Level Workers of the Planning Department may be entrusted with the work of the Panchayat Secretaries in addition to their own duties. In case Village Level Workers are also to function as Panchayat Secretaries, no further recruitment to their cadre would be necessary, and the existing Panchayat Secretaries can be absorbed as Village Level Workers after necessary training. So long as this scheme does not materialize, Panchayat Secretaries should be asked to function as Lekhpals in addition to their duties or vice versa, subject to the condition that the size of the Lekhpal's circle is reduced to manageable dimensions. This will necessitate revision of the Lekhpal's cadre and increase in their payscale. The increase in expenditure will be partially offset by a saving of about 2/3 rd cost of pay and allowances of Panchayat Secretaries, after amalgamation.
- 4. The Sub-Committee further suggest that Naib-Tahsildars can be asked to function as Panchayat Inspectors in addition to their own duties. In that case they will have direct contract with Gaon Sabhapati and their relationship will develop to the advantage of the Revenue Department. This can be done without allowing any increase in the cadres of Naib Tahsildars.
- 5. Similarly, the posts of Assistant Panchayat Officers and District Panchayat Officers may be abolished and the work entrusted to S. D. Os. with Lekhpals as Panchayat Secretary and Naib-Tahsildar as Panchayat Inspector. S. D. Os. will be able to perform these additional duties without any difficulty.
- 6. The Sub-Committee understand that Sub-Committee "A" of which Sri Siddique Hasan, I. C. s., is the convener, have made certain recommendations regarding the amalgamation of the posts of Qanungos, Group Level Workers, etc. The Sub-Committee suggest that recommendations may be taken into consideration in this connection.
- 7. The Sub-Committee are glad to note that the office of the District Panchayat Officer has already been amalgamated with that of the District Planning Officer. The Sub-Committee approve of this step and recommend that all minor district level offices such as the offices of the Assistant Registrar of Co-operative Societies, District Agricultural Officer and possibly even the District Medical Officer of Health, may be integrated into one big office under the District Planning Officer.
- 8. If the above recommendations are accepted, there will be a saving of Rs. 50 lakhs in the budget of the Panchayat Raj Department which stands at Rs. 99,16,200 in the current financial year.
- 9. As regards the audit of the accounts of Panchayat and Gaon Sabhas, the Sub-Committee were informed that this work has been entrusted to the Co-operative Audit Organization under the supervisory control of the Chief Audit Officer of that organization. The addition of this work will necessitate augmentation of the staff, both in ranges and in the field. Five range officers and 165 auditors will be required for this work. In this connection the Chief Audit Officer informed that 165 auditors will be required to start with, for auditing the accounts of Gaon Sabhas and Panchayati Adalats, and this will cost approximately Rs. 1,80,000. Adding incidental expenditure to this, the total expenditure would come to Rs. 2,50,000. An Additional expenditure of Rs. 12,000 would be necessary for the pay of five inspectors to be designated as Senior Auditors to supervise the work of 165 auditors. All this amount is to be recovered from Gaon Sabhas by way of audit fees. The Sub-Committee approve of this proposal.

Financial implications of the above proposals are as follows:

_		Extra liability	Saving
		Rs.	Rs.
1.	Non-realization of arrears of Panchayat Taxes of the last five years .	2,50,00,000	٠.
2.	Transfer of the control of the Panchayat Raj Department to the Minister who incharge of Planning	is ••	••
.3,	Abolition of the posts of Panchayat Secretaries and the absorption of the existing incumbents as Village Level Workers after necessary training.	g 	62,00,000
4.	Pending the implementation of the proposal mentioned in item (3) above Pachayat Secretaries should function as Lekhpals in addition to their duties or versa provided the size of the Lekhpals circle is reduced to manageable dimensionand their scales of pay are revised in an upward direction	ice	50,00, <b>¢</b> 00
5.	Abolition of the posts of Panchayat Inspectors and transfer of their work Naib-Tahsildars	to	
6.	Abolition of the posts of District Panchayat Officers and Assistant Panchay.  Officers and transfer of their work to Sub-Divisional Officers	at	••
	Integration of various offices at the district level		

#### POLICE DEPARTMENT

With a view to suggesting measures of economy in the expenditure of the Police Department, the Sub-Committee examined the working of the department at four of its meetings held on December 6 and 8, 1954 and May 9 and July 19, 1955, and examined a number of officers of the department including the Inspector General of Police, the Home Secretary, the Deputy Inspector-General of Police (Headquarters), Sri W. A. C. Pearce. The Sub-Committee have devoted greatest possible care and attention to the scrutiny of each item of expenditure in the department. They have also gone through various reports of the committees appointed by this Government as well as other Governments to report regarding the reorganization of Police Department, with a view to effecting economy in its expenditure. The Sub-Committee felt that the problem has not received that much attention and analytical probe which it deserved in this biggest State in India. It appears that whenever the Police budget came up for examination and analysis the scrutinizers diverted their attention towards minor and insignificant economies and did not endeavour to get into touch with the real problem. With such a disjointed and perfunctory study, it is not surprising that recommendations of the above Committees were superficial and devoid of much intrinsic worth. This Sub-Committee, therefore, tried not to tread the beaten path, but to go into the real problems and to suggest really helpful measures which may not impair the efficiency of the police force while economizing in its expenditure. The suggestions of the Sub-Committee for economy in the police budget are contained in the following paragraphs:

#### Police Vehicles

In all the meetings of the Sub-Committee at which the police budget came up for discussion the question of checking the waste of public money on police vehicles loomed large, and the system of replacement, maintenance and repairs of these vehicles was examined in detail. It was revealed to the Sub-Committee that there are 640 vehicles in the Police Department of which hardly 450 are actually on the road. The rest are lying idle being unserviceable. The reason for this state of affairs is said to be that roughly two-thirds of these vehicles were given to the Police Department, either in the year 1940 or even earlier, and some of them were purchased from the Directorate-General of Disposals and these vehicles consume much more petrol than ordinary ones. It was also disclosed that apart from the unusually high consumption of petrol, etc. a large amount is spent over their maintenance and repairs. The older vehicles run only five miles per gallon only. The Inspector General of Police has admitted that 50 per cent of the vehicles of the department are obsolete and their running charges are very high. On the other hand, these unserviceable vehicles adversely affect mobility which is the essence of an efficient police force.

One of the suggestions offered to resolve these two-fold difficulties was that light vehicles, like jeeps, pick-ups and landrovers, may be purchased instead of heavy vehicles, and particular care should be taken for the proper maintenance of vehicles by making suitable rules and regulations. It was also suggested that no motor vehicle which runs less than 20 miles on a gallon need be purchased. The Inspector-General of Police agreed that heavy vehicles could be replaced by lighter vehicles in most of the towns and that a one and a half tonner would be more serviceable than a jeep or a horse.

In connexion with the proper maintenance of police vehicles a view was expressed that instead of supplying light vehicles to Police Officers at Government cost they may be required to purchase their own cars and an advance of Rs. 5,000 may be allowed to them for this purpose, because when they know that it is their own car they would naturally take greater care of it. The Sub-Committee, however, did not agree to this course being adopted, as they felt that it was not practicable. It was thought that small cars would not serve the purpose, because the wear and tear in their case is very great and big cars carry prohibitive prices and an advance of Rs. 5,000 would not be a substantial aid for their purchase. Besides, officers purchasing big and expensive cars will tend to economize in the use of their vehicles at the cost of Government work.

The Sub-Committee, therefore, consider that staff cars should continue to be provided to Police Officers at Government cost but at the same time stricter supervision should be exercised over their maintenance. Adverting to the question of motor transport section of the police force, the Sub-Committee observed that the maintenance and running charges of police vehicles have gone up very high. The Inspector-General of Police has indicated the annual minimum requirement of the motor vehicles of his department as follows:

District Executive Force-						Ks.
(a) Maintenance of Motor vehicles		• •		••	••	8,60,000
(b) Replacement of motor vehicles	••	••	••	••	~	5,09,980
S. A. C. (Old P. A. C.)-						
<ul><li>(a) Maintenance of motor vehicles</li><li>(b) Replacement of vehicles</li></ul>	}			••	•••	6,44,083
•	-			Total		20,14,063

Against this requirement, a sum of Rs. 13 lakhs, on an average, has been provided in the police budget of the last five years. It means that for the last five years, Government grants have fallen short of the total requirements by at least 25 per cent and that too when only 66 per cent of the required number of vehicles are actually road-worthy. Taking, therefore, all the circumstances into consideration the Sub-Committee, formulate the following suggestions:

(a) Replacement of 25 per cent of the existing police vehicles each year.

- (b) Reorgnization and re-equipment of P. A. C. workshops to increase the number of such workshops to nine for the assemblage, servicing and maintenance of police vehicles in order to bring down the present exhorbitant charges for servicing and maintenance.
- (c) Purchase of heavy vehicles to be discontinued as far as possible and the existing ones to be replaced by light vehicles.
- (d) Motor cycles to be used by police officers when they are travelling without an escort.

  The financial implications of the above suggestions are indicated as follows:

As stated earlier, the number of police vehicles is 640, and the expenditure on the replacement of 25 per cent of these vehicles at an average cost of Rs. 15,000 per vehicle, should come to Rs.24 lakhs. The reduction in the cost of maintenance after the replacement of obsolete vehicles works out at Rs.1,18,500 per year. For the reorganization and re-equipment of P. A. C. workshops and additional expenditure of Rs. 1,80,000 would be required. So while there will be some extra expenditure, this department will save about Rs. 1,18,500 per year on account of the cost of maintenance, servicing and repairs paid by it to the Transport Department and private concerns. Thus, if the recommendation of the Sub-Committee finds acceptance, it will be necessary to invest Rs. 25,80,000 in one year and a saving of Rs. 1,18,500 will accrue in the first year and double this amount in the second year under the head "maintenance charges", provided another 25 per cent of vehicles are replaced by new ones in that year. The savings under the head "maintenance charges" would thus be quite sufficient to pay the interest charges on the capital invested on the replacement of existing vehicles by new ones and will in the long run repay the capital itself.

#### **Public Relations Officers**

At present in a majority of cases, two Sub-Inspectors are attached to each thana in rural and urban areas. Due to an increase in the number of criminal cases, both the Sub-Inspectors have to devote at least five days in a week to court attendance. Whatever time is left to them is taken up by investigation work. Therefore, for all practical purposes the "Dewanji" enjoys the supreme position in the thana for most of the time, and if he is corrupt he can play a good deal of mischief, e. g. he may not entertain reports from the public unless his palm is greased or he can, if he is so disposed, paint any picture of a case in the First Information Report. The Station incharge being mostly away from the thana cannot prevent it even if he so desires. The upshot is that the confidence of the public in the helpfulness of thanas is shaken. To rehabilitate that confidence and to create a friendly atmosphere around police stations, it is necessary that one Sub-Inspector be posted to each thana to serve as Public Relations Officer. To start with, the scheme may be given trial in 100 police stations, and it may be extended if the results are found to be encouraging.

#### Emoluments of police personnel

While expecting the police force to be efficient and honest, one cannot overlook the question of adequacy of emoluments and amenities provided to the police personnel. The Inspector General of Police has stated that even smaller States, like Punjab give better salary to their constables, than what a constable in U. P. gets. He has suggested the following pay-scales and allowances for the members of the police force:

Constables---Rs. 55-2-85.

Dearness Allowance—At local rates.

City and Industrial Areas Allowance-Rs.5 per mensem.

In addition to this, a Constable of the Armed Police may be given a special pay of Rs.5 for the arduous nature of his duties.

Head Constable's Pay-Rs. 80-2-110.

Dearness Allowance—At local rates.

City and Industrial Areas Allowance-Rs.5 per mensem.

As in the case of Constables of the Armed Police, a special pay of Rs.5 per mensem may be allowed to Head Constables of the Armed Police.

Sub-Inspector's Pay---Rs. 150--5--200--E. B.--10--250.

Dearness Allowance—At local rates.

City and Industrial Areas Allowance—Rs.15 per mensem.

Motor Cycle Allowance—Sub-Inspectors maintaining motor cycles should be given a conveyance allowance of Rs.40 per mensem.

Horse Allowance—For horses of not less than 14 hands, the conveyance allowance should be Rs.75 per mensem and for smaller horses it should be Rs.45 per mensem.

(An officer should not be entitled to more than one conveyance allowance.)

Inspector's Pay-Rs. 280-10-350-E. B.-15-425.

Dearness Allowance—At local rates.

City and Industrial Area Allowance—Rs.25 per mensem.

Conveyance Allowance as for Sub-Inspectors.

Besides, each of the above officials should be allowed rent-free residential quarters at or near the place of posting, and where such quarters are not available and until such accommodation is provided officials living in rented houses or houses owned by them, at or near the place of their posting should be allowed a house rent allowance equal to the amount of rent paid by them, subject to the limit of 25 per cent of the basic pay and in big cities and industrial areas up to a limit of 30 per cent of the basic pay. Cycle allowance of Rs. 5 per mensem has also been recommended by the Inspector-General of Police to all officers from police constables up to Inspectors for maintaining cycles.

The Sub-Committee also felt that the pay-scales and allowance, suggested above were quite reasonable, keeping in view the fact that in the present atmosphere of political tension, it is imperative to give higher emoluments and more amenities to the police personnel to keep them contented because they are responsible for the safety of the people and maintenance of law and order. The Sub-Committee thought that due to many reasons, honest, efficient and dependable youths of the country did not feel inclined to take up service in the Police Department, and if the morals of the force has to be toned up, it will have to attract talents by offering better salaries and more amenities. But the Sub-Committee would like to impress that the augmentation of pay-scales, allowances, etc. should not entail any additional burden on the already over-burdened tax-payer. Ways and means will, therefore, have to be devised to give increased emoluments and amenities, without adding to the public expenditure. The Sub-Committee felt that if a bold step was once taken and a non-recurring grant arranged for increased amenities much can be done to economise expenditure on wasteful items which cannot be allowed to continue any longer in the interests of the finances of the State. To start with, the Sub-Committee would recommend an increase in the emoluments of Constables and Head Constables as proposed by the Inspector-General of Police, grant of horse and kit allowances to Sub-Inspectors and provisions of family quarters to constables at 100 police stations. It is estimated that the additional expenditure on this propopsals as well as that relating to the appointment of Public Relations Officers, that is, one Sub-Inspector in each of 100 thanas to start with, will be in the neighbourhood of Rs.25,00,000.

#### Reduction in the number of Deputy Inspector-General of Police

The Sub-Committee felt that the work could be carried on by eight Deputy Inspector General of Police. The Inspector General of Police had given certain arguments in favour of the retention of nine Deputy Inspectors General of Police which were not found to be very convincing. The number of Deputy Inspectors General of Police has recently gone up from 9 to 11. The reason for this growth of officers appears to be that either good officers are too ambitious to remain contented with the status of Senior Superintendent of Police or that they have to be kept satisfied with promotions. The Sub-Committee felt that the security problem in the Himalayan territory could be safely looked after by an Officer of the rank of Senior Superintendent of Police. Similarly the branch of special investigation of corruption could be managed by a Senior Superintendent of Police instead of by a Deputy Inspector-General of Police. Considering these and other points, the Sub-Committee recommended that the number of Deputy Inspectors-General of police should not exceed eight. The proposal to reduce three posts of Deputy Inspectors-General would result in a saving of about Rs. 72,000 per year.

### Reorganization of the Police Force

The Sub-Committee examined the necessity for the existence of the post of Senior Superintendent of Police. It was said that a Senior Superintendent of Police was a co-ordinating link between the rural and urban police, i.e. he is the officer over the Superintendent of Police (Rural) and Superintendent of Police (Urban). The Sub-Committee, however, failed to see why an officer designated as Superintendent of Police could not control his subordinate officers whether they are called Superintendents of Police (Rural) and (Urban) or Deputy Superintendent of Police (Rural) and Assistant Superintendent of Police. In fact, there are, too many compartments in the structure of the Police Administration the parallel of which is hard to find anywhere. In the considered opinion of the Sub-Committee, the existence of so many formations was distinctly injurious to the interest of the police force. The Sub-Committee believe that the creation of the posts of Senior Superintendents of Police has been responsible for the creation of the additional posts of Deputy Inspectors General of Police and it is natural that when a new post in a service is created, it is maintained somehow. Then there ensues a race among the lower ranks to elbow their way up and the higher authorities have to meet the aspirations of their subordinates. To check this tendency, the Sub-Committee recommended that the posts of Senior Superintendent of Police be abolished and the extra allowance paid to them be stopped forthwith. The Senior Superintendent of Police may be given the unostentatious designation of Superintendent of Police (Rural) or Assistant Superintendent of Police as the case may be. By taking this step, Government will be able to save not less than Rs.15,000 a year.

For the reasons given above it was felt necessary to minimize the number of posts in the ranks lower than Superintendent of Police. The Sub-Committee suggest that some posts of Assistant Superintendent of Police may be combined with those of Deputy Superintendent of Police and certain posts of Circle Inspectors may be merged with those of Station Officers. This will also result in economy of Rs.10,000 per annum.

## Maintenance of Fire Service

Maintenance of fire service in the KAVAL towns is a new job taken up by the Police Department during the Second World War. It was felt that this service was entirely for the benefit of civic administration and there was no justification for a sum of Rs.4,16,600 being spent by the Police Department over this service. This Sub-Committee, therefore, recommend that the cost of maintenance of fire service be recovered from civic administration, although the police department should continue to control this service.

#### Watch and Ward Police

Police Department are spending Rs.74,71,000 over the Watch and Ward Police. The Sub-Committee feel that this service also is for the benefit of civic administration. If the traffic duty only is taken away from the Watch and Ward Police, some portion of this work has got to be reasonably shared by civic administration. So towns which are clamouring for municipal corporations and mayoral rights should be asked to share the burden of the Watch and Ward Police and they should be expected to keep a section of the police under their control. The Sub-Committee feel that out of Rs.74,71,000 spent over the Watch and Ward Police, the civic administration could conveniently share the burden of at least Rs. 10 lakhs, without straining their resources unduly. Some sort of Watch and Ward work is being done by local bodies even at present and what is needed is only that the functions of the local bodies and the police administration should be clearly defined and separated.

#### Abolition of Prantiya Rakshak Dal

The utility of the organization of the Prantiya Rakshak Dal also engaged the attention of the Sub-Committee. They tried to gauge the extent to which it is lending a helping hand to the Police in the maintenance of law and order. The conclusion at which the Sub-Committee arrived after examining the representatives of the Police Department is that there is no co-ordination between the activities of the Prantiya Rakshak Dal and the Police Department nor is there much evidence of the Prantiya Rakshak Dal taking any direct and active part in the policing work. The organization may be doing some other useful work, but it is clear that its utility for the Police Department is very doubtful. It has, accordingly, to be decided whether the Prantiya Rakshak Dal should be allowed to exist at a cost of Rs. 19,00,000 to the State Exchequer every year. From what the Sub-Committee know of the activities of the Prantiya Rakshak Dal they are convinced that the organization has outlived its utility as an independent department and it can hardly justify the expenditure incurred on it. It is, therefore, recommended that the organization of the Prantiya Rakshak Dal be disbanded and its personnel absorbed in the Planning Department as Village Level Wokers, etc. where they may have a more constructive role. If this recommendation is accepted the provision of Rs.19,00,000 at present spent over Prantiya Rakshak Dal can be utilized, after going through the necessary formalities, for providing additional amenities to the police force.

#### Police Journal

The Police Department bring out a journal of their own. The Sub-Committee do not like the idea of every department publishing its own journal. It is accordingly recommended that the Information Department should bring out such publications as may cater to the requirements of all departments and that the publications of the police journal should be stopped forthwith, thus saving Government the sum of Rs.50,000 spent on that journal annually.

#### Financial Implications of all the Recommendations

The Sub-Committee also worked out the financial implications of the above recommendations on the basis of figures provided in the budget for the last financial year (1954-55). In that year, provisions under three main heads of the Police Budget were as follows:

1.	Pay of Officers and Establishn	nent	••	••	••	••	4,13,05,800	57		
2.	Allowances and Honoraria		• •	• •	••	••	2,07,04,700	29		
3.	Contingencies		• •	••	••		1,01,54,100	14		

Percentage

If the recommendations made by the Sub-Committee are given effect to the expenditure under the following heads are likely to increase as shown below:

ler	the following	heads are	likely to i	ncrease	as shown	below:			_
								Provision in 1954-55	Increased amount
	i. Pay of officers	·	••	••			***	Rs. 4,13,05,800	Rs. 4,38,05,800
	account of the emoluments of	appointment	of 100 Publi bles, Head	ic Relation Constable	ns Officers a	and increase	in the		••
2.	Contingencies	••	• •	• •	••	• •		1,01,54,100	1,26,54,100
<b>(O</b>	wing to the addition vehicles and re	onal expendit organization	ure involved and re-equip	in the repl ment of P	A. C. wor	25 per cent rkshops.)	of the	••	25,00,000
						Total		5,14,59,900	5,64,59,900

The increase of Rs. 25 lakhs under "Pay of Officers and Establishment" will, however, be set off to the extent of Rs. 10,72,000. Owing to savings that would accrue if the Sub-Committee's recommendations regarding reduction in the number of Deputy Inspector-General of Police from 11 to 8 and realization of a contribution of Rs. 10 lakhs from local bodies towards the cost of maintenance of Watch and Ward Police, were accepted. In the end, therefore, there would be a net increase of Rs. 14, 28,000 only under the above head.

Similarly, the estimated increase of Rs.25 lakhs under the head "Contingencies" will be covered by savings consequent on the adoption of the following measures:

1.	Recovery of the cost of Fire Service from civic administration		Rs. 4,16,000
2.	Reorganization of the police force by reducing the posts of S. S. Ps. and amalgation of other superior posts in the Department	ma- • •	25,000
3.	Utilization of the savings on account of the disbandment of the P. R. D.	• •	19,00,000
4.	Deletion of the provision of Rs.3,00,000 made in the Police Budget for the purchase of new vehicles		3,00,000
5.	Reduction of the annual provision under ('Works' in the Police Budget)	••	7,81,000
6.	Stoppage of publication of Police Journal	••	50,000
7.	Reduction in the expenditure under the head "Maintenance" and "Repairs" on account of the replacement of old vehicles and establishment of 9 P. A. C. Workshops		6,20,000
	Total Savings		40,92,000
	Dedu ct-Rs. 25 lakhs estimated increase under "Contingencies"		()25,00,000
	Total net Saving	٠.	15,92,000
	Deduct the net increase under the head "Pay of Officers and Establishment"		()14,28,000]
	Net Saving	••	1,64,000

The Sub-Committee are confident that if the measures suggested by them are accepted, the Police Department will not only be able to maintain its present personnel at a reasonably high level of efficiency, but will find ample scope even for expansion, if it ever becomes necessary, without touching the pocket of the tax-payer, and go on increasing its efficiency till the objective of rendering prompt and honest service to the public is attained.

PARIPURNANAND VERMA, Convener, Sub-Committee "D".

Summary of recommendations of the Sub-Committee "D" of the Economy Committee with regard to the Police Department.

- 1. Replacement of 25 per cent of the existing police vehicles.
- 2. Reduction in the cost of maintenance of police vehicles by about 25 per cent.
- 3. Re-organization and re-equipment of P. A. C. Workshops so as to increase the number of such workshops to nine for the assemblage, servicing and maintenance of Police vehicles.
- 4. Purchase of heavy vehicles to be discontinued as far as possible and the existing ones to be replaced by light vehicles.
- 5. Motor Cycles be used by Police Officers while they are travelling without an escort.
- 6. Appointment of a Sub-Inspector to be designated as Public Relations Officers at 100 Police Stations.
- 7. Enhancement in the emoluments and amenities to the members of the Police force.
- 8. Re-organization of the Police force with a view to reducing the gradations in the force.
- 9. Civic Administration to share the expenditure of the Watch and Ward Police to the extent of Rs.10 lakhs.
- 10. Disbandment of the Prantiya Rakshak Dal.
- 11. Reduction in the number of Deputy Inspector General of Police from 11 to 8.
- 12. Stoppage of the publication of the Police Journal.
- 13. Civic Administration to pay for the Fire Service.

## PUBLIC WORKS DEPARTMENT

In their meeting held on July 9, 1955, the Sub-Committee examined the working of the Public Works Department and also discussed matters with the Chief Engineer and Secretary Public Works Department. The decisions as in the following paragraphs were taken.

2. The question of downgrading the Schedule of rates in force in the department at present, engaged the attention of the Sub-Committee. In this connection, it was revealed that the Schedule of rates does not remain static but whenever market conditions so warrant a high powered Committee is appointed to revise the rates and that, as early as last year, a Committee, which had the present Chief Minister as its Chairman, submitted a detailed report about the rate structure for the Engineering Departments. This report has been enforced by Government and that, so far as the Public Works Department are concerned, the aforesaid Committee came to the conclusion

that the rates prevailing in the Department were reasonable and the work could not be done at a lesser rate. The present Sub-Committee, however, held a different view. In their opinion the existing rates were not only high but the structure was not elastic enough to permit of an automatic synchronization with the fluctuations in the market. The Sub-Committee were of the view that if the Schedule of rates were scrutinized again it would be possible to reduce them by at least 5 per cent. This reduction computed on the present work load of the Department is likely to yield a recurring saving of Rs.65 lakhs per annum.

- 3. The establishment charges in relation to the work load of the department were subjected to a detailed scrutiny. It was revealed that the ratio of establishment charges to the work load of the department was 10.7 per cent in 1947-48, while the corresponding figures for 1954-55, and 1955-56 were 4.93 per cent and 5 per cent respectively. As compared to these figures, establishment charges worked out to as high as 15 per cent of the workload in Madras, 21 per cent in Bombay, and 20 per cent in Madhya Pradesh. The Sub-Committee appreciated the position in ragard to low establishment charges of the department. Nevertheless they considered that the charges were susceptible of further reduction if economies in certain directions, as indicated below, were effected:
  - (a) The Sub-Committee learnt that the existing strength of Superintending Engineers was seven and according to the Chief Engineer this strength was just sufficient to cope with the work load of the department and that the present load works out to Rs.4 crores to each Superintending Engineer, which is in excess of what has been fixed as a reasonable workload for Superintending Engineers. The departmental view was that economies consequent on any reduction in the strength of Superintending Engineers would be more than off set by the waste that would accrue due to laxity of supervision and administrative control over the very extensive personnel engaged in different circles. The Sub-Committee were, however, unable to accept this view. On the other hand, they thought that division of the State into five circles, as against seven at present, would mean only a slight increase in the existing jurisdictions of circles, but even this increase would not devolve more work in Superintending Engineers provided the power given to Executive Engineers in the matter of according technical sanction to estimates of work, which has recently been raised to Rs.20,000, is further increased to Rs.50,000. In the opinion of the Sub-Committee, the execution of a work will always be a matter of personal equation and supervision and it depends on officers concerned as to how soon and how well it can be completed. Considered, all in all, the Sub-Committee recommended the (i) reduction in the existing strength of Superintending Engineers from seven to five and consequent abolition of two circle officers and rearrangement of jurisdictions of remaining five circles and (ii) authorizing the Executive Engineers to accord technical sanction to estimates of work up to the value of Rs.50,000 as against the existing limit of Rs.20,000.
  - (b) The U. P. Economy and Resources Committee of 1948 had inter alia recommended that (i) there should not be more than six Assistant Engineers under the charge of one Executive Engineer, (ii) all the Superintending Engineers should have their headquarters in common with that of the Chief Engineer, and (iii) District and Executive Engineers should be given more powers in order to reduce the volume of correspondence. In regard to the implementation or otherwise of the above recommendations, the Chief Engineers informed the Sub-Committee that his proposals to increase the powers of District, Executive and Superintending Engineers had been accepted by Government which would, no doubt, help in putting down correspondence. As regards the centralization of the headquarters of Superintending Engineers, the Sub-Committee were informed that the system of having all the Superintending Engineers at the headquarters of the Chief Engineer was followed up to 1948, but the main drawback in its working was that the Superintending Engineers remained more or less out of touch with the works and consequently they were not able to advise the Executive Engineers. With the decentralization, the Superintending Engineers now hold meeting with the Executive Engineers every alternate month to resolve the difficulties that confront them. The Sub-Committee were, however, of the opinion that all the three recommendations made by the Economy and Resources Committee of 1948 should be adopted immediately.

According to the Sub-Committee, implementation of the recommendations at items (a) and (b) above is likely to yield an annual saving of Rs.5 lakhs per annum.

- 4. In connection with the maintenance of vehicles by the Department for the transport of materials, etc., the Sub-Committee were informed that as many as 522 vehicles were purchased since 1943. Out of this, only 135 heavy vehicles are still road-worthy 51 vehicles are in workshops for repairs, while the remaining 336 vehicles were auctioned off after they became unserviceable. Now as private transport is getting available and there is no longer any difficulty in giving an overall rate to contractors for supplying material at the sites of works, the Sub-Committee recommend that the department should reduce its fleet of vehicles from 186 to 100. This proposal in the event of its acceptance is likely to yield a saving of Rs.10,000 per annum.
- 5. The question of checking corruption in the Department particularly, in respect of discount on payment of contractors' bills also engaged the attention of the Sub-Committee. In this connection, the Sub-Committee were apprised of the measures that had already been taken to root out corruption and the machinery that had been set up to facilitate its detection and to award adquate punishment to those who are found guilty. It was explained that the department itself was very anxious to root out corrupt practices and that Assistant Engineers are now required to measure all works costing over Rs.30,000 with the result that the contractor is no longer at the mercy of the overseer for the preparation of his bill or correctness thereof. Apart from this, there was an anti-corruption committee in charge of a Superintending Engineer at the headquarters, who is not given

any duty connected with the execution of any work in the department. The Sub-Committee appreciated the measures that have been taken to check corruption. Neverthless, they thought that the evil was still there, and Assistant Engineers were not completely immune from the blame for corruption. The Sub-Committee, therefore, recommend that some such machinery should be devised by which a more rigid control over prevention of corruption is exercised.

6. The Sub-Committee devoted much time and thought on the question regarding the amalgamation of certain departments, viz., Town and Village Planner's organization, Agricultural Engineering and Local Self-Government Engineering Departments, with the Public Works Department. In connection with the Town and Village Planner's organization, the Sub-Committee learnt that the organization in fact owned its origin to the Public Works Department and that only recently it was given a separate entity although practically all its officers were still being drawn from the Public Works Department. The departmental view was that much duplication would be avoided if the organization could be remerged with its parent department. The Sub-Committee associated themselves with this view. In their opinion there was no justification for keeping the Town and Village Planner's organization separate when whatever work it was doing was in the sphere of Public Works Department. The Sub-Committee recommended that the organization should be amalgamated with the Public Works Department and its budget allotment in order to carry on Town Planning work only be restricted to only Rs.50,000 per annum as against Rs.1,98,200 provided in the current year's budget. The proposed amalgamation is thus likely to yield a recurring saving of Rs.1,48,200 per annum.

As regards the amalgamation or otherwise of Agricultural Engineering and Local Self-Government Engineering Departments with the Public Works Department, the latter expressed themselves against the proposal. It was explained to the Sub-Committee that Agriculture Engineering Department had already been transferred to the Irrigation Department and that the amalgamation of the Local Self-Government Engineering Department with the Public Works Department was not expected to result in any appreciable economy. Staff is appointed on the workload basis with the result that the work that is done by the Local Self-Government Engineering Department, if transferred to the Public Works Department, would also need more staff. On the other hand, owing to increasing workload and large expansion contemplated during the currency of the Second Five-Year Plan, the activities of the Public Works Department itself were assuming such proportions, both in volume and complexity, that in the last analysis it may be found to be not so very economical in increasing the size of the Department. The Sub-Committee, however, held a different view. They thought that activities of Agricultural Engineering and Local Self-Government Engineering Departments were not beyond the orbit and control of the Public Works Department, and what is more, major portion of the work done by the Local Self-Government Engineering Department was on behalf of Government. In the opinion of the Sub-Committee any work done for Government in the realm of engineering of Building and Roads should be placed under the control of Public Works Department. The Sub-Committee, therefore, recommend that Agriculture Engineering and Local Self-Government Engineering Departments. According to the Sub-Committee, the proposed amalgamation would result in an economy of Rs.1,08,23,000 on the basis of figures provided in the current year's original budget, as indicated below:

	सद्यमेव	লহ	ति		would stand	timates as it after the pro- malgamation
Existing Provision		Est	ablishment Charges	Workload (Exclusive of establish- ment charges)	Establish- ment Charges	Workload (exclusive of establish- ment charges)
			Rs.	Rs.	Rs.	Rs.
Agricultural Engineering Department	• •		28,83,600	79,25,000	10,00,000	71,00,000
Local Self-Government Engineering Department	:	•••	25,16,000	85,000	10,00,000	76,600
Public Works Department		••	60,69,000	12,60,90,000	55,69,000	12,00,00,000
	Total		1,14,68,600	13,41,00,000	75,69,000	12,71,76,600
		•		14,55,68,600		13,47,45,600
			ر	(	)1,08,23,000	

<sup>7.</sup> On the basis of figures in the current year's budget the workload of the department is about Rs.13 crores. For this load, according to the Chief Engineer, 34 working divisions are required while the existing divisions number only 21. The Sub-Committee thought that when according to the Chief Engineer there has been no loss of efficiency in spite of the functioning of a reduced number of divisions in the department, the existing basis for computing requirements of staff needed a revision. In the opinion of the Sub-Committee, the basis should be re-drawn on the assumption that 21 working divisions are sufficient for a workload of Rs.13 crores.

#### 8. To sum up, the Sub-Committee made the following recommendations:

		I	conomics
			Rs.
ı.	Five per cent reduction in the existing Schedule of rates	••	65,00,000
2	Retrenchment of two out of seven posts of Superintending Engineers, centralization of quarters of remaining five Superintending Engineers and delegations of more powers to		
	and District Engineers	• •	5,00,000
3.	Withdrawal of a certain number of vehicles of the department and consequent reduction expenditure on the maintenance and running charges of vehicles	in contingen	it 25,000
4.	Desirability of exercising a more rigid control over prevention of corruption in the D	epartments	••
5.	Amalgamation of the Town and Village Planner Organization with the Public Department	ic Works	1,48,200
6.	Amalgamation of Agricultural Engineering and Local Self-Government Engineering I with the Public Works Department	Departments	1,08,23,000
7.	Revision of the existing formula for computing staff requirements of the Department	••	••
	т	otal	1,79,96,200
			····

#### PARIPURNANAND VERMA.

Convener, Sub-Committee.

#### Report on "Publications Bureau", Lucknow

With a view to effecting better control over the publication, distribution and sale of the priced publications issued and distributed by the Directorate of Information, the functions of the Directorate of Information connected with these publications are with effect from April 1, 1951 being performed by an organization known as the "Publication Bureau" at Lucknow.

- 2. One of the most important functions of the Information Directorate is to keep the people well informed of the various activities and programmes of the Government through the medium of publicity literature. Until June 1951, the distribution of the literature used to be free but quite often it was noticed that free distribution did not always ensure the literature reaching proper persons. There were reports that such literature was being misused. It was, therefore, considered necessary to fix nominal prices for the publicity literature published by the Directorate of Information so that any one who purchased it, even at nominal price, would be inclined to read and preserve it for future reference. The amount spent on printing of free literature used to be very large and it was thought that if a part could be recovered from sales, it would be possible to improve the get-up and general appearance of the publications.
- 3. With this object in view, the "Publications Bureau" was set up under the control of the Directorate of Information for carrying on the Directorate's commercial functions in respect of the publicity literature issued and distributed by the Directorate.

In order also to watch the financial result of the working of the bureau and to enable it to realise the cost of the publications supplied to Government departments or institutions or to recover the charges for advertisements of other departments of Government published by the Bureau in its publications, the "Publications Bureau" was declared as a commercial undertaking for purposes of the directions contained in Appendix IX of the Financial Hand book, Volume V, Part I.

4. The Bureau is a part of the Information Directorate. All receipts of the Bureau are credited to the relevant head of account in the Budget of the Information Department. The expenditure is also similarly debited to the Information Department Budget but the entire expenditure on the production of priced periodicals, leaflets, etc. of the Bureau, including the cost of paper and printing, is borne by the Bureau. At the end of each financial year a proforma account is required to be prepared in respect of receipts and expenditure connected with the Publications Bureau, showing as true a picture of the financial result of the working of the Bureau as possible. In the proforma account the entire expenditure on the staff of the Information Directorate employed exclusively for work connected with the activities of the Bureau and 20 per cent of the expenditure on such staff as shares work with the rest of the Directorate are to be shown as expenditure on staff. Subsidiary account rules and standing orders to regulate the working of the Bureau are not ready and hence have yet to be finally approved by Government.

#### Proforma Account of receipts and expenditure of the Bureau

5. No proforma account in any form has so far been prepared since the inception of the Bureau on April 1, 1951. The Bureau has, however, prepared a Statement (enclosed) of its Sales Budget for the year 1954-55 from which it appears that against the budget estimates of the receipts totalling Rs.4,42,000 of the Bureau during 1953-54, the actual receipts amount to Rs.1,66,387 while the estimated receipts for 1954-55 come to Rs.4,42,000. Another Statement (enclosed) showing production budget of the Bureau in connection with the printing of journals and pamphlets during 1954-55, indicates the total expenditure during that year of Rs.3,75,526. As compared to the actual receipts for 1953-54, as reported by the Bureau, the loss to Government would be Rs.1,09,139. The detailed budget for current financial year shows the actual income in 1954-55 from the Bureau as Rs.33,670 only. There would thus be a loss of Rs.3,41,856 in 1954-55.

6. The following statement furnished by the Bureau of receipts and expenditure during the years 1951-52 to 1954-55 discloses that the Government have been sustaining a loss of about Rs. 2 Lakhs every year:

	Year				Year Receipts						Expendi	Profit ()		Loss (+)	
						Rs.	a,	p.	Rs.	a.	p.	Rs,	a,	p.	
1951-52	••	••	• •	• •		1,24,307	3	9	3,72,466	9	62,	48,15	9 5	9	
1952-53	••	• •	••	••	••	1,20,359	11	3	3,25,427	7	3 -2,	05,06	7 12	0	
1953-54	••	••	••	••	••	1,19,336	14	9	3,98,979	11	92	,79,64	12 13	0	
<b>195</b> 4-55	••			••	••	1,69,535	1	6	3,66,852	5	3 —1	,97,31	7 3	9	

#### **Outstanding Charges**

7. The loss to Government in the working of the Bureau from 1951-52 up to 1954-55 seems to be largely due to a single factor, namely, unrealized arrears of subscriptions of the "Uttar Pradesh Panchayati Rajya" due from the Goan Sabhas. The outstanding charges in this connection amount to Rs.11,91,406 up to 1954-55 as per following details:

			3	/ear				Ar sta	nount of out- inding charges
<del></del>		<del></del>	<del></del>	<del></del>				· · · · · · · · · · · · · · · · · · ·	Rs.
1951-52	••	• •	• •	••	••	••	• •	• •	3,05,426
1952-53	••	••	••	c No					3,06,677
1953-54	••	••	••	Chill.		••	••	• •	3,17,323
1954-55	••	••				• •	••	• •	2,61,980
					W		Total	**************************************	11,91,406

8. With the heavy list of outstanding charges mentioned in the preceding paragraph and the distribution of free copies of U. P. Panchayati Rajya and other pamphlets and Publications (e.g. Diaries, Calendars, Panchang etc.), the losses to Government over the working of the Bureau appear to be inevitable. In order to put the Bureau on a self-supporting basis, firstly recoveries of arrears of subscriptions have to be effected by persistent drives from the headquarters of Government and prompt action by the District Magistrates concerned. Secondly, the free list must be entirely suspended and those, to whom a copy is at present supplied free, might be persuaded to pay for it and if this is not possible the number of free copies need not be printed at all.

#### Summary of Recommendations

- 9. (i) Neither the Account Rules for the Bureau nor the Proforma account and the Profit and Loss Account have so far been finalized. They should be finally approved by Government as early as possible, as it is not possible to assess exactly the position of loss or gain to the Bureau in any year.
- (ii) According to the provisional figures of receipts and expenditure, the Bureau has sustained a loss of over Rs. 9 lakhs up to 1954-55. Steps should be taken to minimize the losses.
- (iii) The outstanding charges of Rs.11,91,406 should be recovered by persistent drives from Headquarters of Government and free list of publications entirely cancelled.
- (iv) This Department is not being run or looked after as a business concern. The Officers responsible do not stand to lose or gain, if it does not progress. Its publications are more or less neither attractive nor useful or cater to the requirements of the people. It must be run as a pure "business concern".
  - (v) For further publications, very careful planning is required.

PARIPURNANAND VERMA, Convener, Economy Sub-Committee "D".

#### REGISTRATION DEPARTMENT

The Sub-Committee examined the Inspector General of Registration, Uttar Pradesh, and made the following recommendations regarding the Registration Department:

- In this Department the number of documents registered in 1949 was 1,61,000. It was 2,01,998 in 1951. This went down to 1,96,000 in 1952. The Sub-Committee were informed that 2,01,998 in 1951. This went down to 1,96,000 in 1952. The Sub-Committee were informed that the figures of registered documents were going down on account of consolidation of holdings. The latest data were not available. It appeared that as a measure of economy the recruitment of Sub-Registrars has been stopped and part-time Sub-Registrars are being appointed by the Inspector General of Registration by giving an extra allowance of Rs.20 per month to the Registration clerks. The total revenue of the department during 1955-56 was estimated at Rs.1,15,44,000 of which Rs.28,70,000 were from registration fees and the balance of Rs.86,74,000 from the sale of non-judicial stamps. The expenditure of the department was Rs.16,51,000 which worked out to 14 per cent of the department's total revenue. The Sub-Committee do not find it possible to reduce the existing strength of the Department. They, however, recommend that so far as possible, new recruitment of Sub-Registrars should be entirely stopped.
- The Sub-Committee also recommend that it is necessary to weed out corruption in the department and stop evasion of registration fees by stricter control and supervision and reorganizing the department in such a way that no cases of evasion or underpayment might escape the notice of the inspecting staff. The Committee feel that with more vigorous control the income of the department can be raised by 15 per cent to 20 per cent.
- 3. The Committee do not, however, favour any increase in the number of Inspectors for the purpose of increasing the income of the department as the existing number of Inspectors is quite sufficient.
- 4. The Sub-Committee recommend that in order to provide incentive for better and more efficient work the present system under which no reward or propmotion in Government service is given to the Sub-Registrars should be changed and the relevant rules should be so amended as the relevant of the Sub-Registrars to compare for other and blokes administrative persists. ded as to enable the Sub-Registrars to compete for other and higher administrative services.
- Although, on the recommendation of the Uttar Pradesh Pay Committee, 1947, the Government had decided to abolish the Selection Grade from all the services under their administrative control the Sub-Committee recommed to Government that there should be Selection Grade of 5 per cent of the cadre of Sub-Registrars in the scale of pay of Rs.350--20--450.
- The Sub-Committee also recommend that stamp clerks in district offices should work under the Sub-Registrars, who should be appointed as Superintedents of Stamps in addition to their normal duties, as the work of supervision of the stamps in the districts which is entrusted either to Deputy Collectors or Treasury Officers, who have very little time to spare for the work, is not being properly looked after.
- The delegation of powers of Sub-Registrars to the Revenue Officials, wherever necessary was also recommended by the Sub-Committee.
- It was also recommended that as a measure of economy and for the expedition in the disposal of work, persons coming up for registration of documents to the Sub-Registrar's office may be asked to bring with him a spare copy of those documents. This copy would be compared, attested and kept in the office of the Sub-Registrar and the original documents would be returned to the party concerned on the day of the registration. Thus, there will be a material reduction in the present complement of the copying staff. The delay involved in the return of documents will also be curtailed. The Sub-Committee recommend that this proposal should be examined by the Finance Department before implementation Finance Department before implementation,

By a stricter control at least an additional income of Rs.6 lakhs and an economy on working expenditure of Rs.5 lakhs would be effected.

#### Summary of Recommendations

No increase in the cadre of Sub-Registrars.

Adoption of measures to weed out corruption and stop evasion of registration fees.

No increase in the existing strength of inspectors.

Providing facilities to Sub-Registrars for promotion to higher services.

Providing a selection grade of Rs.350—20—450 for 5 per cent of the cadre of Sub-Registrars.

Transfer of stamp clerks in district offices to the control of Sub-Registrars.

Delegation of powers of Sub-Registrars to the Revenue Officials, wherever necessary.

Measures to reduce copying work in Registration offices.

#### SALES TAX AND OTHER DEPARTMENTS UNDER FINANCE DEPARTMENT

The following departments which are under the administrative control of the Finance Department, were also scrutinized by the Sub-Committee with the help of the Heads of the Departments concerned:

- (1) Sales Tax Department.
- (2) Registration Department.
- (3) Local Fund Audit Department.
- (4) Co-operative Audit Department.

The following paragraphs contain the recommendations of the Sub-Committee in respect to the departments mentioned above.

#### I. Sales Tax Department

1. The realization charges of the Sales Tax Department amount to approximately 4 per cent of the total income of the department, the current year's provision for expenditure of the department being Rs.25.23 lakhs against an estimated income of Rs.5.40 lakhs. The realization charges of the Income Tax Department under the Government of India amount to approximately 3 per cent while in U. P., the realization expenses in connexion with Income Tax amount to 4 per cent.

There were certain districts where realization from Sales Tax is much too small to justify a regular Sales Tax Office and a regular Sales Tax Officer there. For instance, in Fatchpur the outturn was only Rs.70,000 while the expenditure is Rs.12,000 which works out nearly 17 per cent as realization charges. As the assesses were not willing to travel to districts other than those where they were residing for the sake of assessment a regular office has to be kept in places like Fatchpur, where an officer of the rank of Assistant Sales Tax Officer is posted. It was also pointed out that the percentage of the realization charges of the Sales Tax Department would go down if the rate of taxation is increased or if the number of taxable commodities is raised. The Sub-Committee recommend that at least twenty small-return sales tax offices should be abolished. If these offices are abolished an immediate saving of Rs.10 lakhs per annum would accrue to Government.

- 2. The Committee recommend that so far as appeals are concerned, the system prevailing in the Income Tax Department may be introduced in the Sales Tax Department. This system should apply to the revision cases also as it would be helpful in reducing the number of appeals and revisions.
- 3. The Committee also recommend that the Sale Tax Department should take over the administration of the Shops and Commercial Establishment Act and also of the Entertainment and Betting Tax Department. This integration of similar functions performed by different departments will result in appreciable economy. Such an integration would do away with the necessity of having a separate head of the Entertainment Tax Department, the Assistant Commissioner, and the number of Inspectors and other staff would also be reduced. The existing Commissioner, Sales Tax should be able to supervise the working of these two additional establishments. In that event, the existence of a sales tax office in those districts which have given very poor return by way of revenue, would also be justified.
- 4. The Sales Tax Department, it was understood was not free from corruption, but it was pointed out to the Committee that the incidence of corruption was quite low. Whatever incidence of corruption there was in the department was, however, not due to the low scale of emoluments of the Assistant and Sales Tax Officers. The Committee do not approve of any increase in the scale of pay of officers of the Sales Tax Department at the present stage. The question can be considered if and when scheme of amalgamation of Sales Tax Department and Entertainment Tax Department is accepted by Government. The Sub-Committee, however, view with sympathy a suggestion of the Sales Tax Commissioner that when all other officers of equal rank in other departments were drawing a scale of pay of Rs. 250—850, the Sales Tax Officers should also be given the same scale of pay.
- 5. The Sub-Committee were informed, that at present, it was not possible in increase the income of the department irrespective of the question of increase in the number of taxable commodities. The suggestion that the collection of arrears of Sales Tax revenue should be made the responsibility of Land Reforms Commissioner was not approved by the Sub-Committee because the said officer was not prepared to undertake the work without additional staff. Moreover, such a step would make no difference in the expenditure incurred by the Government.
- 6. The Sub-Committee feel that the present organization of the various departments for collecting taxes and duties other than land revenue, namely, the Entertainment and Betting Taxes, Tax on sale of motor spirit, Electricity duty, Sales Tax etc., was very defective. Certain grouping of departments has proved expensive and not quite efficient. On the one hand, rules are defective in-as-much as they cannot tackle the evasions and on the other the Government are spending much more on collection than is financially reasonable. The whole system has not been scientifically organized. The Delhi State has set an example in this direction. That State has put all State taxes other than revenue under the control of one experienced officer from the Income Tax Department, and Sales Tax, Entertainment Tax etc., have been passed over to such a centralized organization. The Sub-Committee recommend that as the various taxes and duties mentioned under the head "13—Other Taxes and Duties" have come to stay and as they play a vital role in the finances of this State, the U. P. Government should ask the Union Government to lend the services of a very experienced officer from the Income Tax Department specially experienced in investigation work. This officer, being not less than the rank of Director, Income Tax, may be entrusted with the work of re-organizing the whole system of collection of taxes and duties in a year's time. This may cost the State Rs.35 to 40 thousand per annum but the amount is worth while spending.

Summary of Recommendations

- 1. Abolition of Sales Tax Offices in at least twenty of those districts where realizations from Sales Tax are not very significant.
- 2. Replacement of the existing procedure in the Sales Tax Department for the disposal of appeals and revisions by the system prevailing in the Income Tax Department.
- 3. Transfer of the administration of the Shops and Commercial Establishment Act and the Entertainment and Betting Tax Act to the Control of the Sales Tax Department.
  - 4. Upgrading the existing scale of pay of the Sales Tax Officer to Rs.250-850.
- 5. Non-acceptance of the departmental suggestion regarding the collection of arrears of Sales Tax revenue by the Land Reforms Organizations.
  - 6. Re-organization of the system of collection of taxes.

#### TRANSPORT DEPARTMENT

This department combines in itself both administrative and commercial functions. Government Bus Services is the commercial portion and the rest forms the administrative set up. The Sub-Committee examined the administrative as well as the commercial aspects of the activities of the department and also scrutinized the expenditure connected therewith. After this examination, the Sub-Committee arrived at the conclusion that like certain other departments, the Transport Department has also got certain features which, if judged with the standard of the present day conditions, can be called uneconomic or wasteful.

2. To have a general idea as to how the commercial side of the department is faring, it would perhaps be worth while to have a glance at the figures of income from the Bus Service, its working expenses and the percentage of gain or loss calculated on the total capital outlay to the end of a particular year. These figures will be found in the proforma accounts of the Government Bus Service published in the budget every year. For instance, the capital outlay on the Government Bus Service to the end of the years 1953-54, 1954-55 and 1955-56 (estimated) year-wise is as shown below:

 1953-54	1954-55	1955-56	
 1	2	3	
Rs.	Rs.	Rs.	
3,96,84,000	4,47,41,000	4,68,16,000	

As against these figures, the gross receipts, working expenses, indirect charges and the percentage of gain or loss year-wise are as follows:

	1953-54	1954-55	1955-56	
<u> </u>	Rs.	Rs.	Rs.	<del></del>
Gross receipts	3,27,29,000 (Actuals)	3,60,00,000 (Revised)	3,84,10,000 (Budgeted)	
Working Expenses	2,79,51,000 (Actuals)	3,19,90,000 (Revised)	3,57,11,000 (Budgeted)	
Indirect Charges	14,24,000 (Actuals)	14,78,000 (Revised)	16,87,000 (Budgeted)	
Percentage of gain or loss	8·45 (gain)	5·66 (gain)	2·10 (gain)	

The percentage of gain has thus, been dwindling gradually. This is a tendency which has to be guarded against. Apart from this the Sub-Committee were not very sure whether Government Bus Service will continue to be gainful, if income tax and other taxes, to which private commercial undertakings are subject, are also levied on Government Bus Service returns. In the opinion of the Sub-Committee, the Government Bus Service could not stand as a sound commercial institution independent of Government aid. This state of affairs should be viewed with concern and some drastic measures adopted to keep the Service on a business-like footing. The suggestion of the Sub-Committee is that the working expenses of the Service should be reduced to the barest minimum compatible with efficiency, otherwise, the Service will become a liability instead of being an asset. The Sub-Committee suggest that, to start with, the inspectorate of the roadways buses should be amalgamated with the checking staff for the privately operated vehicles and the strength of the combined staff be reduced to suit the changed circumstances. The Sub-Committee considered that the arguments advanced by the Transport Department for the retention of the two sets of staff were hardly convincing keeping in view that the nature of the work and the area of operation of these officials are the same. If the above suggestion is acceptable to the Government, the expenditure which is at present being incurred over the two sets of staff would be reduced to almost half, i.e., the existing provision of Rs.3,94,700 would be reduced to Rs.1,97,350 and there would be an economy of an equal amount.

Another notable feature about this department is the disparity in the strength of staff at different places. For instance, in Allahabad there are 218 vehicles and it is spending 4.38 annas per mile over the staff, while in Lucknow which has got 221 vehicles the expenditure is 4.99 annas per mile. Apart from the ratio of expenditure varying at places, it might be interesting to know that Agra which has got 224 buses employs 317 drivers while Meerut having an equal number of buses has been given a complement of 119 drivers only. It is said that some buses in Agra District remain idle occasionally and that is why the number of drivers is slightly more than what it should otherwise have been. If that be so, it deserves serious notice, because while a few buses might remain idle at times, it would be difficult to justify the wasteful expenditure on drivers and cleaners who have no work. The Sub-Committee would suggest that if things do not improve the number of drivers and cleaners of idle buses at Agra and elsewhere should be reduced and unnecessary expenditure avoided. On the whole, the Sub-Committee considered that the

over head charges on account of the salaries of staff alone are very high, and in fact higher than the maximum limit prescribed by the Transport Commissioner himself in 1948. Even when the increased rates of dearness allowance and annual increment in pay are allowed for, a reduction of Rs.4 lakhs is possible after a comparative study of staff of different Roadways and retrenchment of staff on a rational basis. If this is done, a saving of 4 lakhs is likely to be effected in the provision of Rs.70,84,600 for pay of Roadways staff.

Yet another wastage to which adequate attention has not been paid in the past is the increase in the dead and departmental mileage. The Sub-Committee feel that as a commercial undertaking it should have been the prime concern of Government Bus Service to minimize such mileage or at least to keep it within reasonable bounds. In this department, however, it is found that during the last five years, while the earning mileage has increased only by 5 per cent in the course of five years, beginning from 1948-49, the dead and departmental mileage has gone up by 50 per cent during the same period. It is somewhat gratifying to note that the Transport Commissioner is making efforts to reduce the dead and departmental mileage, but the Sub-Committee would like some drastic steps to be taken. They feel that the dead and departmental mileage should be reduced by at least 3 lakhs miles which will mean an economy of Rs.1.5 lakhs in a year.

It is reported that the original limit for transactions under the "Suspense Account" for the purchase of stock of spare parts etc., was fixed at Rs.15 lakhs which was subsequently raised to Rs.35 lakhs in the year 1949-50. The Government have now re-fixed the limit at Rs.1·15 lakhs. There has, therefore, been a marked tendency on the part of this limit to soar which passes beyond the comprehension of the Sub-Committee. Perhaps the increase can be attributed to non-realization or belated realization of the value of the supplies made from the stock to other departments or that such useless and unserviceable parts are accumulated from year to year as have no demand. The Sub-Committee suggest that in order to ensure that the public money does not remain locked up unnecessarily, the net result of transactions under the "Suspense (stock)" head in any year should not exceed a debit of Rs.8 lakhs, and a more efficient system of raising credits and making realizations from other departments for the part supplied to them may be introduced.

For the Technical Section, there is a provision of Rs.1,95,300 in the budget of the year 1955-56. In the considered opinion of the Sub-Committee, this expenditure can be reduced by Rs.50,000 if the establishment of this section is transferred to workshops where more technical knowledge and talent is required, and if the surplus staff is retrenched.

The Sub-Committee find that the Regional Transport Section is chiefly concerned with the issue of motor permits, registration and some checking work. From what the Sub-Committee know of the nature of this work, most of it is desk work which can safely be reduced in volume to a considerable extent by distributing work and breaking up offices. After this has been done, the Regional Transport Officers can be entrusted with the work of supervising the working of roadways, and it is estimated that in that event an economy of Rs.1 lakh could be easily effected.

In the opinion of the Sub-Committee, the Automobile Technical Training Scheme which costs approximately Rs.28,500 per annum is of doubtful utility, as there are several private institutions which impart such training and even the Industries Department have a similar scheme. In view of the above, there seems no reason why the Transport Department should run an identical scheme simultaneously. It is, accordingly, suggested that the Transport Department should give up this scheme. Having carefully examined the strength of the Transport staff engaged in different districts, the Sub-Committee felt that a lump reduction in the expenditure over the staff can be effected without affecting the efficiency adversely. The most practicable and business-like way of doing this would be to ask the Transport Commissioner to adjust his requirements of staff within the reduced allotment. The Sub-Committee however, suggest that the posts of Assistant General Managers should be withdrawn from those stations the income of which is below Rs.1,000 per day, and instead of multiplying the number of bus services to make up the gap in income and expenditure, it would be more desirable to decrease the staff. It is further proposed that for every region, where not more than 150 vehicles are operating, there should be only one General Manager, one Accounts Officer and one Service Manager. In this way, for seven regions each incharge of one General Manager, there should be no necessity for more than 15 Assistant General Managers. An Assistant Service Manager would hardly be required then. In case the proposals made by the Sub-Committee in this regard are implemented, an effective saving of Rs.1 lakh out of the provision of Rs.3,65,000 on the pay of officers of the Roadways can reasonably be anticipated.

The Sub-Committee have also a feeling that the provision of Rs.73,80,000 for "Spare parts" is excessive, keeping in view the fact that Bus Service operates only 317 routes in all. In this connexion, it is considered that with a more thorough checking of the genuineness of the requisitions for spare parts, the demands will be sufficiently curtailed with the result that a sizable saving in expenditure will be effected. To start with, the Sub-Committee envisage an economy of Rs.3 lakhs under this head.

From the break-up of the provision for "Contract contingencies" under Government Bus Service, it appears that there is an allotment of Rs.7:45 lakhs for "repairs and renewals". The necessity for the existence of this separate provision has not been explained to the sub-Committee, who are led to presume that this has been done either to cover up bad accounting, in as much as separate provisions have been made for an indentical item of expenditure, or that this provision embraces adjustments towards the cost of spare parts supplied or repairs carried out under other items. The Sub-Committee are of the view that this provision can safely be reduced by Rs.1 lakh.

To sum up, the Sub-Committee recommend the following economies in the budget of the Transport Department: Rs.

1.	Amalgamation of the inspectorate of Roadways with the staff privately operated vehicles	f for che	cking 	1,97,350
2.	Reduction in the number of Roadways Staff in all the regions on to bring down the overhead charges	rational	basis 	4,00,000
3.	Reduction in dead and departmental mileage		• •	1,50,000
4.	Curtailing the transanctions under "Suspense Accounts"	••	• • •	8,00,000
5.	Reorganization of the Technical Section	••		50,000
6.	Reorganization of the offices of Regional Transport Officers			1,00,000
7.	Abolition of the Automobile Technical Training Scheme			28,500
8.	Reduction in the strength of Roadways officers	• •		1,00,000
9.	Economy in the expenditure over "repairs and renewals" provide contingencies of the Roadways budget	led in con	tract	1,00,000
10.	Reduction in the expenditure over the purchase of spare parts	••		3,00,000
		Total	••	22,25,850

Convenor, Economy Sub-Committee "D".

# COMMENTS OF THE FINANCE DEPARTMENT IN RESPECT GE THE RECOMMENDATIONS REGARDING SIMPLIFICATION OF FINANCIAL RULES AND PROCEDURE MADE BY SUB-COMMITTEE "E"

Issue of budget sanctions

Nature of recommendations	Reasons a	idvanced in support of recommendations	Reactions of Finance Department
1		2	3

Budget Grants.

ne Sub-Committee found that budget sanctions do not reach the departments till the end of June, and July to September being rainy months, nearly six months of the year are lost and only six months remain for the work connected with the development expenditure. It should be possible to cut out the delay. A list of cuts made by the Legislature in a demand could be made form day to day and communicated to day and communicated to the Departments concerned to to the Departments concerned to enable them to know what funds have been finally sanctioned and the Departments could then issue provisional orders to Heads of Departments to go ahead with the Schemes and Plans sanctioned. At the same time the Finance Department should also expedite the issue of final edition of budget grants.

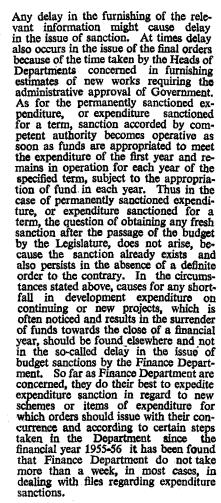
. Steps should be taken to expedite the issue of budget sanctions and the final edition of the departments till the end of June,

Steps should be taken to expedite the sub-Committee found that budget is usually presented to the Legis get sanctions and the final edition of the departments till the end of June, its copies are simultaneously furnished to lature in the third week of February and its copies are simultaneously furnished to the administrative departments of the Secretariat as also to Heads of Departments with the result that they come to know of their budget provision and the new schemes included therein as soon as the budget is presented to the Legislature. During the last several years, the Legislature in this State has not made any changes in the Estimates presented to it and it is the practice to inform the Heads of Departments that they should treat the budget literature (as presented to the Legislature), already supplied to them, as final and this information is generally communicated to them before the commencement of the budget year. Apart from this, the Departments of the Secretariat are instructed to take immediate action, even before the commencement of the budget year, to keep ready after consultation with Finance Department, where necessary, the formal orders which need to be issued in respect of new schemes and items of expenditure included in the new budget so that they can be issued without any loss of time immediately after the passing of the budget by the Legislature and the enactment of the connected Appropriation Bill. But in respect of such new items as are included in the budget without a detailed scrutiny, delay in the issue of expenditure lature in the third week of February and its copies are simultaneously furnished to respect of such new items as are included in the budget without a detailed scrutiny, delay in the issue of expenditure sanctions is inevitable. It is common knowledge that there is a last moment rush for referring new schemes to the Finance Committee with a view to their inclusion in the budget. Often full financial details are not available and in some cases no time is left for their detailed scrutiny in the Finance Depart detailed scrutiny in the Finance Department and for obtaining any further information as may be found necessary.

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Any delay in the furnishing of the relevant information might cause dalary



sanctions.



Apart from this, certain steps have been taken since February, 1957, with a view to expediting sanctions to new items of expenditure provided in the budget according to which administrative departments have, instead of deferring their proposals for Schedules till September-November, been inter alia, directed to refer them to Finance Department in a regular way all the year round to enable the latter to examine the proposals in detail before their inclusion in the Schedules so that necessity for any further examination after the budget has been passed may not arise and sanctions can issue immediately after passing of the Appropriation Act. Secondly, administrative departments have been authorized to make minor deviations, in their discretion, in a sanctioned scheme without reference to Finance Department provided the proposed deviations do not cause any excess in the overall allotment for the scheme in the year in question, entail any increase in the recurring expenditure scheme in the year in question, entail any increase in the recurring expenditure any increase in the recurring expenditure against a saving in non-recurring items of expenditure, or results in the utilization of the saving which may be available within the overall allotment for the scheme for any new item of expenditure which requires prior legislative approval before the expenditure is incurred. Administrative departments have also been authorized to sanction without reference to Finance Department continuance of schemes, except those which are subject to a financial arrangement with the Government of India, which have been included direct in the budget after due scrutiny both in the Administrative Department and Finance Department.

- Once the grants for any new works on buildings, etc. are sancworks on buildings, etc. are sanc-tioned in one year and the works are not completed the work should be treated as works in progress and all the amount re-quired in future years should be automatically provided for,
- This would enable all the departments to carry out the execution of the works without any difficulty in the successive years.

  This would enable all the departments to carry out the execution of the works without any difficulty in the successive years.

  This would enable all the departments to carry out the execution works sanctioned in any year, which are not completed during that year are even now treated as sanctioned works in progress and necessary provision, on the basis of probable requirements, is included in the budget of subsequent years with due regard to the demand made by the budgetting officer and, what is more, if during the course of the year additional funds are found to be necessary on the basis of progress of any work Finance Department seldom raise any objection to the augmenting of the budget provision if this can be done by reappropriation of savings which are generally available. Heavy lapses of funds in the recent past also indicate that generally the progress of sanctioned works was not retarded for any paucity of funds. But in cases where token or nominal provisions for new works are made in the budget because of anxiety of administrative departments to include in the budget as many new works as possible, on the one hand, and, on the of administrative departments to include in the budget as many new works as possible, on the one hand, and, on the other, the necessity of keeping within the ceiling figures, as approved by the Cabinet and, in the subsequent year, the administrative department move for substantial provision for those works, it might become necessary for the Finance Department to impose a cut on the demands of the administrative department with due regard to the priority of items and the available resources.

of items and the available resources.

As soon as recources that would be available in the budget year over and above the standing charges for that year are deter-mined, Finance Department should inform all the departments what amounts would be available for each department for its new items and thereafter Fi-nance Department should as a matter of course accept the proposals of other departments in regard to the new items of expenditure provided the overall cost of such items, taken together, is within the prescribed limit.

By this system the departments will have a free hand in choosing, within the limits fixed, items of new expenditure as well as expansion of existing activities according to their needs.



- If any department makes any savings in the standing charges by effecting economies or by reorganization, that department should be permitted to utilize the savings while drawing up its demands.
- If this convention is adopted, the this convention is adopted, the departments concerned will be more likely to effect savings, secure in the knowledge that the savings so made would be available for their own use either for expansion or for new sanctioned schemes,
- of items and the available resources.

  Finance Department have no authority to make allocations in the manner suggested. The instructions of the Cabinet as regards ceiling amount fixed for each department, are, however, communicated to the departments concerned by the Finance Department. Administrative departments also were given during the past few years the choice of selecting their new schemes (already approved by the Finance Committee) for inclusion in the budget within the ceiling amount approved by the Cabinet. The suggestion made by the Sub-Committee is thus largely in conformity with the existing practice. But the experience of the past several years in this regard has not been quite happy. Departments in their anxiety to accommodate as many new schemes as possible within the ceiling amount, modify and cut down the estimates of cost for the budget year in respect of some of these schemes even after they have been approved by the Finance Committee which results in a great deal of confusion later on. It would not only simplify work but also be conducive to proper financial scrutiny of such new schemes if no hasty changes are made in their estimates of cost after they have been scrutinized once in the Finance Department and thereafter approved by the Finance Committee.

  Every departmental head must exercise the strictest control over expenditure
- Every departmental head must exercise the strictest control over expenditure out of funds placed at his disposal and whatever economies are possible should be enforced. For performing the duties expected of him he should not be actuated by any departmental narrow-mindedness and thus should not expect that savings and thus should not expect that savings effected should be returned in other form to his own department for further expenditure. Savings accruing to Government are really savings in the money paid by the tax payer and should be utilized in the best interest of the State as a whole and cannot be earmarked for the particular department which gives such savings. Such savings denote overbudgetting and the Sub-Committee's

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proposal, if accepted, would encourage the administrative departments to inflate their estimates as much as possible. Some amount of discretion has, however, been recently given to the administrative departments in Office Memorandum, dated September 22, 1957, according to which administrative departments have been authorized to make minor deviations, in their discretion, in a sanctioned scheme without reference to Finance Department provided the proposed deviations do not cause any excess in the overall allotment for the Scheme in the year in question entail any increase in the recurring expenditure against a saving in non-recurring items of expenditure, or results in the utilization of the saving which may be available within the overall allotment for the scheme for any new item of expenditure which requires prior legislative approval before the expenditure is incurred.

# DELEGATION OF FINANCIAL POWERS

Budget manual.

1. The different departments should be delegated full powers of re-appropriation from one minor head to another within the same grant subject to the general restrictions regarding reappropriations as prescribed in the Budget Manual.



- 2. The monetary limit prescribed in para. 41 of the Budget Manual for purposes of laying down as to which items of new expenditure should be scrutinized by the Finance Department, should be raised from Rs.100 to Rs.500, if recurring and from Rs.1,000 to Rs.5,000 if non-recurring.
  - The financial powers of officers prescribed in various codes and manuals were fixed many years ago, when the value of rupee was about 4 times of what it is now. These limits are thus quite low in the circumstances obtaining at present on the one hand, and, on the other, the needs of development and administration to-day are greater speed, greater initiative and greater responsibilities. The delegation to officers should be adequate to cope with these requirements.
- 3. The limits prescribed in paragraphs 5 and 44 of the Budget Manual should be raised to Rs. 1,000 if recurring, and Rs.10,000 if, non-recurring.
- 4. Paragraphs 8 and 67 of the Budget Manual should be modified to expedite the issue of sanctions and should be enforced vigorously so that complaints regarding delays in the issue of sanctions are obviated.

Government as a part of the general question of delegation of financial powers have since authorized all Heads of Departments to sanction re-appropriations within a Grant between heads subordinate to the same minor head. Finance Department do not consider the further delegation proposed by the Committee as inadvisable but prima facie the proposal would appear to need consideration on merits in its application to such Composite Grants (e. g. 25—General Administration, 40—Agriculture, 57—Miscellaneous, 63—Extraordinary charges, 82—Capital Account of works outside the Revenue Account, etc.) in which different minor heads are controlled by different Heads of Departments.

of Departments.

The items of new expenditure which should be included in the budget must be dericed by the Government. The mere fact that minor items of new expenditure within certain limits may be authorized for inclusion by the estimating officer in his departmental schedules of new expenditure does not take away such items from the purview of Government approval. The increase in the limit proposed would encourage wasteful expenditure and no such demand has been made by the administrative departments either.

For the reasons stated in the above paragraph, the suggestion is not considered to be feasible. It is felt that the Finance Committee should scrutinize as many items of new expenditure as possible.

items of new expenditure as possible. So long as the Legislature does not make any modification in the budget estimates as presented to it, the issue of financial edition of the budget after voting of the demands for grants amounts to a mere formality. In view also of the reasons stated in respect of the suggestion made at paragraph 1 regarding simplification of Financial Rules and Procedure, any amendment to paragraphs 8 and 67 of the Budget Manual does not appear to be necessary.

Travelling Allowance Rules

# General remarks ;

The Sub-Committee feel that the travelling allowance bill is defficult to make out, difficult to check in the office of the controlling officers concerned still more difficult to check in the Accountant General's office. The amounts involved in most of these bills do not justify such

The existing set of rules are expected to comprehend cases of large number of officers travelling under vastly different circumstances and as such it is practically impossible to lay down simple rules to cover complicated and diverse cases. The rules have been framed after meticulous consideration. Moreover, State Government generally try to accept the

claborate rules and the amount of time spent on the travelling allowance bills in all the offices. While making the following recommendations to simplify the existing T. A. rules, the Sub-Committee would like to record that the entire set of rules needs to be re-drafted on much simpler lines so that the T. A. claims can be drawn and passed more can be drawn and passed more

Re-classification of Government servants (mentioned in rule 16 of the T. A. Rules) for the purpose of calculating travelling allowance.

2. Rule 23(A) may be amended Rule 23(A) may be amended so that officers drawing Rs.800 or more would get rail journeys 1½ II class fare (now I class) Officers drawing Rs.200 or over but less than Rs.800 would get II class fare (now I class) plus ½th. III class would get 1½ Inter fare (now II class) and IV class Government servants may also be permitted to draw 1½ Railway fare but no conveyance from and to the railway station. the railway station.

Rates of mileage for travelling by road (rule 23(B)) may be reduced, as shown below:
 Motor car-/7/- per mile;

(ii) Motor cycle and side car -/3/- per

mile;
(iii) Motor cycle-/2/6 per mile; and
(i v) Other means of conveyance-/2/6

per mue.
The above rates may apply to both
I and II class officers. For III
class -/2/6 per mile and for
IV class -/2/- per mile may be
allowed.



lead given by the Government of India and perhaps any drastic change in the existing rules may not be acceptable to the Government of India so far as All-India Services are concerned.

on the idea that the officers of class I service should stand quite apart from class II officers. The Sub-Committee does not consider that the existing classification is in keeping with the real requirements of administration in a democratie set-up.

The committee has not liquidated all or any of the existing classes but has simply remodelled them. Secondly, the underlying principle of classification on the basis of pay is evident on the system of proposed classification as also in that of the existing classification. The only difference is that while in the existing classification cases of members of All India Services, Chaplains, Deputy certain exceptions in cases of members of All India Services, Chaplains, Deputy Secretaries to Government, female Government servants, Civil Surgeons, etc., have been made, the proposed classification denies these exceptions. The exceptions were, however, made for special reasons one of which being the maintenance of dignity of office though officer himself may draw a much lower salary. Hence Finance Department consider it necessary to maintain the existing exceptions. The general conditions of service of the All-India Services are generally determined by the Government of India and the State Government have very little say in the matter.

The existing arrangement is as follows:
I Class Govern- Single fare of I class ment servants.

II Class Government servants.

plus 12 pies per mile. Single fare of I plus 8 pies per

mile.

III Class Government Single fare of II class plus 4 pies per mile.

IV Class Government Single fare of III servants.

The above arrangement was made subsequent to the re-classification of railway accommodation on April 1, 1955 and is only provisional. The final orders regarding incidental charges will be passed only after the Government of India take final decision on this point. The arrangement proposed by the Committee may, therefore, be considered only after the Government of India have taken a final decision in regard to incidental expenses. dental expenses.

Big cars ... Medium cars annas 12 per mile. annas 10 per mile. Small cars annas 8 per mile

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 Note 1 below rule 23(B), which lays down that the rates of mileage allowance applicable to Government servants, who travel within the territories administered by another State Government, will be the rates fixed for a Government servant drawing the same pay in that territory, may be dele-ted. The result of this deletion will be that the Uttar Pradesh will be that the Uttar Pradesh Government servants will be entitled to the rates fixed for journeys within U. P. The Sub-Committee further recommend that, in special cases, where the U. P. Rules mean a great hardship, extra payments may be made with the sanction of Government.

The Sub-Committee have probably assumed that if we allow our Government servants the rates of travelling allowance existing in other States, then we will lose. This assumption may be true only if it could be established that the rate of travelling allowance in Uttar Pradesh is the lowest throughout the country. As a matter of allowance in Uttar Pradesh is the lowest throughout the country. As a matter of fact in the view of Finance Department, a more rational and convenient arrangement would be to apply Government of India rates to territories outside Uttar Pradesh which have been fixed with due regard to local conditions obtaining in different territories territories.

- 5. Note 2 below rule 23(B) may be retained so also notes 4, 5, and 7.
- 6. Note 1 to rule 23(C) regarding Government servants travelling within the territories administered by another State Government may be deleted.
- Owing to war and post war changes the prices have been levelled up and down and disparities in the different towns are much marked now. Varying rates of daily allowance for different towns need stronger justification.

Remarks recorded against item 4 above

- Category "A" mentioned in clause 1-A of rule 23(C) should include only Naini Tal and Mussoorie and other towns in this category should be transferred to category B.
- (At present, besides Naini Tal and Mussoorie, Lucknow, Kanpur, Dehra Dun, Allahabad, Varanasi, Bareilly, Meerut and Agra are also included in category "A".)



apply here mutatis mutandis,

- 8. The existing rules regarding payment of daily allowance and travelling allowance for ordinary railway journey are too liberal. For railway journey an officer should get mileage at the rate for railway travel (railway fare plus 1/4 of the daily allowance). Consequential amendments to some other rules may also be carried out, as indicated below:

  (a) Rule 27-A (ii): Class IV Government servants will get mileage at the rate of railway travel only and one-fourth daily allowance will not be admissible to them.

  (b) Rule 27-B(a) (ii): As above.

  - (c) Rule 27-B(Exceptions): Bus charges may be allowed at 11 of the class concerned.

The Sub-Committee suggest that for the purposes of daily allowance, except Naini Tal and Mussoorie all other towns in category "A" should be transferred to category "B". The cost of living in towns like Kanpur, Lucknow, Agra or Allahabad is very high. The existing daily allowance admissible in these towns is already too low and not commensurate with the high cost of living here. Therefore, Finance Department consider that except Bareilly and Meerut other towns under Category "A" should not be disturbed. Bareilly and Meerut may be included in Category "B" as they are no more important than towns like Moradabad, Aligarh, Jhansi or Gorakhpur which are in Category "B". The suggested rule will meet reasonable charges of the touring officers and will also mean some economy.

Incidental expenses allowed in the railway journey is for cost during travel only and, as stated against item 2 above, the existing rates of incidental expenses are only provisional and the rates will be finalized after a decision in the matter has been taken by the Government of India. The arrangement proposed by the Committee can be considered then.

> Previously 1 3/5 bus fare was admissible and this was subsequently reduced to 1½. Incidental expenses, while travelling in a motor bus is in no case less than that incurred during rail journey and that a bus journey is much more inconvenient than a rail journey. There is thus no case at all for reducing the rate of incidental expenses allowed on bus journey. The Government of India also are allowing the existing rate of incidental expense. expense.

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- 9. Rule 27-C (a): No mileage allowance should be allowed for travelling less than five miles. For travelling longer distances than five miles in conjunction with the railway, reasonable actual expenses should be permitted. Reasonable actual expenses can be allowed to Government servants of all the classes.
- Note 1 below rule 27-C (a) will need consequential amendment if the suggestion against item 9 above is accepted.
- 11. One-half railway fare provided in rule 29-A (b) may be reduced to



- b2. Two mileage allowances at the rates for road travel admissible to a Government servant for journeys by road on transfers vide rule 42 (II) may be reduced to 1½ mileages.
- 13. Rule 42 (II) (Exception 2):
  Government servants of the IV class should be given travelling allowance for themselves and their families on a reasonable basis and railway fare should also be allowed to them as for other class.
- 14. Rule 44 may be deleted and special orders passed in exceptional

- Items 9 and 10—The existing rule 26 disallows any travelling allowance for journeys within five mile radius of headquarters, whereas rule 27-C (a) allows mileage for distance of even less than five miles when the journey is in continuation of a rail journey. The reason for allowing this concession is that the entire journey by both railway and road is treated to be one continuous journey and, therefore, it should necessarily be distinguished from a short journey performed within five mile radius of headquarters. The Committee's suggestion implies that in a mixed journey of say 203 miles Government should be prepared to pay for 200 miles but withdraw payment for the road journey for the last three miles. The suggestion, if accepted, would cause hardship inasmuch as Government seravant who would be moving with his bag and baggage will actually be spending more than the mileage allowance admissible under Rule 27-C (a). Finance Department are, therefore, not in favour of the proposed change.
- Under Rule 29-A (b), as it stands at present, a Government servant when he is allowed free transit by air in a Government machine or in a machine chartered by Government for the purpose, he gets half of a fare of the class of accommodation to which he is entitled by railway or half the mileage allowance which-ever is applicable. This allowance is meant for meeting the expenditure on transporting his luggage, etc. which he would have even otherwise incurred had he travelled by road. Until the rate of travelling allowance for incidental expenses incurred in rail or road journey is changed, the change in the above rule, as proposed by the Committee, would be premature and incommensurate with other rules.
- Under the existing rules Government servants are allowed some enhanced travelling allowance on transfer. Cost of living to-day has not fallen down to such an extent as to suggest such cuts in the allowances. On the other hand, there is a consensus of opinion that a Government servant on transfer is put to some loss and the existing rules themselves are too stringent to allow further reduction. Moreover, the Government of India so far have not found it necessary to reduce these rates. The proposed reduction, if accepted, will have a very unhealthy affect on the service morale.
- Under exception (2) to Rule 42, class IV Government servants are not allowed any enhanced travelling allowance on transfer. The framers of this rule probably assumed that IV class Government servants always kept their families at home and lived singly and hence on transfer they do not incur any expenditure on shifting the family. But this cannot be true for all class IV Government servants. Finance Department have, however, no objection to enhanced travelling allowance on transfer in public interest being allowed to class IV Government servants also.
- The rule itself is quite innecuous. Under the first two sub-clauses the discretion of Government is kept intact, while the third sub-clause is quite regular and even under ordinary rules tenable. Hence Finance Department are not in favour of any change in this rule.

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**FUNDAMENTAL RULES** 

General remarks-The Sub-Committee have come to the conclu-

mittee have come to the concur-sion that there is scope for sim-plification of these rules. It has not been possible for the Sub-Committee to undertake redraft-ing of these rules but some of the rules where such need seems to be obvious are dealt with in the re-commendations that follow. The recommendations if accepted, will need some changes in the connected rules.

1. Proviso below F. R. 22 may be deleted. A simple rule may be added that all services of an official in time-scale of pay in the same department will count for increment.

The proviso of this rule deals with certain special contingencies.
Some of those contingencies have disappeared with the passage of time and they will be less common now than before as the number of different scales of pay has been reduced.



F. R. 22-A deals with the posts with special cases and may also be deleted.

3. F.R. 23 which entitles a Government servant to elect or not to elect a revised scale or to elect it from a certain date, may be

Cases of exceptional hardship can be governed by special orders but preservation of such vested rights of Government servants, as contemplated under the rule is not needed.

All the rules regarding the capital cost of the building should be modified to include the value of land—either the actual amount paid or a reasonable estimate of such value.

5. (i) In planning for Government hones for its employees the pay of efficers who would be entitled to dive in the houses would be kept in mind and the capital cost

the old days when land was cheaply available in most towns the rate might not have meant a loss to the Government but it is unjustified to omit the value of the site in assessing the capi-tal cost of a building for residential purposes.

The question of simplification of Fundamental and Subsidiary rules of this Government, which are generally based on those of the Government of India, had also arisen in the past on many occasions but once in 1950 the question had been examined in very great detail, when Sri Gopala Krishnan, the then Commissioner, Finance, had made suggestions for the simplification of financial rules. As a result of Sri Gopala Krishnan's report the matter was examined after obtaining the opinion of all the administrative departments and it was ultimately found that Fundamental it was ultimately found that Fundamental and Subsidiary Rules were quite com-prehensive and needed little change.

lesides cases of officials appointed from one post to another in an identical scale in the same department, the proviso below Fundamental Rule 22 also covers a large number of cases of Government servants who have previously held a post in a time scale and are subsequently appointed to a post in an identical time-scale. Even in the presence of the proviso orders have to be issued in certain cases under rule (F. R. 27) counting previous service of an official for increments on his appointment in an identical scale to another post. In the absence of the proviso the number of such cases would be larger and it will, therefore, result in more work at Secretariat level than before. The reduction in the number of time-scales Besides cases of officials appointed from one secretariat level than before. The reduction in the number of time-scales has nothing to do with the point at issue. On the other hand, it has increased the possibility of the application of the proviso as certain scales of pay will be found common in various departments and services. The contingencies with which the proviso deals have thus not disappeared.

The rule is necessary because it deals with special cases otherwise the Government servants would be put to a loss when the occasion for the application of the rule arises. All rules are not equally important. Some of them come into operation frequently while others rarely but it does not necessarily mean that a rule which comes into operation rarely should not be retained.

The possibility of F. R. 22-A coming into operation at any time cannot be ruled out altogether.

It is for Government servant concerned to see and decide whether he should elect a revised scale or not. The rule has best-owed certain rights to the Government servants and it would not be proper to snatch away these rights specially when Government too would not be gaining thereby. Besides, Government cannot devote so much of their time in examining individual cases and deciding whether a individual cases and deciding whether a case is exceptional or not.

here is not much justification for ex-cluding the cost of the site. Finance Department have no objection to this suggestion.

This is already being done—wide errors of the Governor regarding F. R. 45-A(IV) (a) and paragraph 4 of Annexure "A" under paragraph 264 of the F. H. B. Vol. V, Part I.

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should be so adjusted that there is no loss to Government generally. The accommodation provided and the designs of houses should be modified to bring down the capital cost so that Government are not put to any loss.

- (ii) Pooling of houses in a given place should be carried out and rents re-adjusted so that unfair advantage does not accrue to officers living in houses built long
- There is no justification for some officers enjoying accommoda-tion in big houses while paying a small rent, while all other offi-cers who have the misfortune of occupying houses built in recent years pay much higher rates.
- The proposal is not feasible. First of all it will involve a lot of work for the P. W. D., officers. Secondly, the desired effect may also perhaps not be achieved because if the standard rent of a building is increased on account of re-calculations of rent on the basis of present market value, it is not necessary that the officers concerned occupying the residence will have to pay its standard rent. If 10 per cent of his emoluments rent. If 10 per cent of his emoluments falls below the standard rent for which there is a great possibility there would be no occasion for asking him to pay the standard rent. Besides, it seems very difficult to calculate the standard rent of residences from time to time according to varying cost of construction. Moreover, on account of rise in prices an to varying cost of construction. More-over, on account of rise in prices, an increase of 100 per cent is already allowed over the permissible limit of cost of construction of a residence and, there-fore, the accommodation provided should not be insufficient even though it may not be as much as in the case of a resi-dence constructed in the per-war days.
- (iii) Whereover possible big houses should be remodelled and split up so that Government do not suffer much loss due to the rent being limited to 10 per cent of the accommodation they are using. This state of affairs needs to be set up so that Government do not suffer much loss due to the rent being limited to 10 per cent of the emoluments of an officer.
  - right.
- This suggestion is for P.W.D. to consider. No amendment to the F. Rs. is, however,

Personal pay for holding the charge of additional post should be reduced from 50% to 25%. Such arrangements should be allowed for short periods only and where an officer can manage the work of two posts for a long time the possibility of combining the two posts should be consi-dered rather than giving the offi-cer extra pay for long periods.

No reasons have been advanced in support of the suggestion.

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In actual practice, a Government servant holding dual appointment is generally not allowed more than 20% of the presumptive pay—vide orders of the Governor regarding F, R. 49. The application of F, R. 49(b) has thus been restricted and there is no harm if this rule is allowed to remain in its present form.

As regards the suggestion that when the dual charge continues for a long period it becomes a case for combining the two posts, the Government of India had issued similar instructions in regard to posts under their control. The instructions were also examined by the State Government with a view to adopting Government with a view to them but ultimately it was a maintain the status quo. o adopting decided to

- 7. The age of retirement should be raised to 58 years. If there is some difficulty in amending the rules, a policy can be followed of re-en-rioying retired men up to the age of 58 years according to the conditions of each department and after withholding their rensions.
- Generally speaking the longevity of the people in government services has improved due to better education, better sanitary and medical arrangements and better knowledge. The officers of the I. C. S. were always permitted to remain in service for 35 years which took them to about 59 years of age generally. It is exyears of age generally. It is ex-ravagance for the country to permit officers to retire at 55 and give them pension for the rest of their lives when they are in good health to serve the Government further.
- Government have since raised the age of retirement to 58 years.

- 8. U. P. F. R. 87 should be amended in such a way that the leave salary is based on substantive post but where Government servant officiates in a higher post for six months or more contineously leave salary may be based on the average of the officiating salary for only that much of leave
- The rule, as it stands at present, permits a Government servant to draw average salary, which is unnecessarily liberal. There is no justification for an official drawing higher leave salary because he has officiated in a higher post for a few months. He may have earned leave by long
- The different existing basis for the cal-culation of leave salary on average pay are as follows:
- For Government servants recruited before January 1, 1931, average pay means the average monthly pay earned during the 12 complete months immediately preceding the month in which the leave is availed of.

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which he earns during that period. Thus if a Government servant officiates in a higher post for six months and he earns 17 days' leave for those six months, he can have higher leave salary only for those 17 days.

service but is entitled to get the leave salary for all this leave at the higher average.

- (b) For Government servants recruited on or after January 1, 1931 but before January 1, 1936 the term "average pay" means either the average of the pay means either the average of the monthly pay earned during the three complete years immediately preceding the months in which the leave is taken or the average substantive pay during the 12 complete month in mediately preceding the month in which the leave is taken or the average substantive pay during the month in the leave is taken or the average substantive pay during the month in the leave is taken or the average substantive pay during the month in the leave is taken or the average substantive pay during the month in the leave is taken or the average substantive pay during the month in the leave is taken or the average substantive pay during the month in the leave is taken or the average substantive pay during the month in the leave is taken or the leave in the le which the leave is taken, whichever is greater.
- (c) For Government servants recruited on or after January 1, 1936 the term "average pay" means the same thing as item (b) above. The Committee's proposal will unnecessarily complicate the calculation of leave salary because a subsidiary leave account will have to be kept for the calculation of leave earned in respect of the officiating period. Double calculation of the amount of leave salary will thus be involved for separete periods of a single spell of leave. Moreover, the proposal will effect the leave salary of earned leave and will not cover cases of leave salary with respect of leave on medical certificate and leave on private affairs the amount of which leave on medical certificate and leave on private affairs the amount of which bears no relation to the period spent on duty. In the circumstances Finance Department do not see any special advantage, convenience or attractive economy in the proposal. On the other hand very nature of its complicated calculation will be prohibitive of adopting such a system as proposed by the Committee.



Subsidiary Rules

- 1. The limits prescribed in the Sub-sidiary Rules 12 and 14 need revi-sion. The limit of Rs. 50 may be increased to Rs. 100.
- sion.

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- The scales have been increased. The rules are in existence for a long time.

  The limits prescribed in these rules, therefore, also need reviewed when the pay-scales were reduced when the pay-scales and the limit does not seem to have been reduced when the pay-scales were reduced in 1931. Besides, if the limit is enhanced, it will also require amendment in the rule relating to "Physical Fitness" in a number of service rules of Government servants drawing a pay between Rs. 51 and Rs. 100 per mensem, It does not, therefore, seem necessary to enhance the limits. to enhance the limits.
- 2. S. R. 18-D should be so modified as to enable the fixation of a reasonable rent payable by sub-tenants in proportion to the floor area occupied and should be approved by appropriate autho-
- 3. If an officer is given two residences in two places he should pay rent for both the residences for the period for which he retains control or partial occupation of both the houses.
- 4. The value of site should also be taken into account for the purpose of Subsidiary Rule 19.
- 5. The scale prescribed in S. R. 19 (G) is rather lenient. The bath-tub and hot water boiler should be omitted from the scale.
- 6. The financial limits prescribed in Subsidiary Rule 30 may be

- The rule is not suitably worded, as it permits a Government ser-vant to let out an approved accommodation to another party to his own advantage.
  - Under the rule the sub-tenancy is not recognized by the Government, and the lessor is personally responsible for the rent. For this reason there seems no necessity for the Government to interfere in the matter.
  - This is already provided in clause 4 of Subsidiary Rule 18H under which the Government servant is liable to pay the rent of each residence in his occupation.
  - There is not much justification for excluding the cost of site. Finance Department have no objection to the suggestion.
  - Bath-tubs and boilers are hardly ever provided and Finance Department have no objection if they are entirely omitted. P. W. D. will also have to be consulted.
  - The suggestion has, presumably, been made in regard to S. R. 31 and not S. R. 30. In the former rule the rates at which fees and honoraria can be sanctioned by a Head of Department has been prescribed. The underlying idea behind a suggestion of this kind is the increase in the pay-scales that was

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7. Owing to revision of scales of pay the limit of Rs.70 p. m. in S. R. 155 may be enhanced to Rs.200 p. m.

- \$. S. R. 174 permits one day's joining time for 80 miles by motor car or horse-drawn conveyance plying for public hire. The bracketting of these conveyances looks ridiculous. Delete the horse-drawn public conveyance and increase the number of miles for journeys done by motor car or motor bus to 120 miles for each day. each day.
- 9. Page 293, item 20—The financial limit in this item may be increased from Rs.500 to Rs.1,000.
- 10. Page 296—Statement—Item 4—
  Power to sanction the acceptance by teachers in Government schools of fees by private taitions tuitions-

(i) The amount may be increased from Rs.250 to Rs.750.

(ii) Inspectresses of Girls' Schools—The limit may be increased from Rs.100 to

Rs.500.

Item 5--The limit may be increased from Rs.500 to Rs.1,500.

11. Page 297. sl. No.6, Items 5, 6, 8 and 10—The limit of Rs.100 in these items may be increased to Rs.300.

\*Hems 23-24—The limit may be increased from Rs.5,000 to Rs. 15,000 and from Rs.10,000 to Rs.25,000.

In view of rise in prices the former limits have become too restricted.

allowed in 1947. Such enhancements in the limits should be accepted only if very cogent reasons have been given for that. In the absence of any such reason, the proposal need not be accepted.

accepted.

The maximum limit of pay for being entitled to hospital leave was previously fixed at Rs.40 but when the pay-scale was revised with effect from 1st April, 1947 the limit was increased to Rs.70. This amount was such that only those Government servants who were entitled to hospital leave prior to April 1, 1947 continued to enjoy the leave even after the revision of scales of pay. That is to say, the increase in the pay limit from Rs.40 to Rs.70 neither extended the privilege of hospital leave nor did it curtail it. If the increase in the limit to Rs.200 as proposed by the Committee is accepted we shall be entitling a huge number of Government servants to hospital leave who never enjoyed it for one reason or the other. For this reason, Finance Department are not in favour of the proposal.

There might still be places where access can be made only by horse-drawn conveyance. In that case it would not be proper to delete the provision of horse-drawn conveyance from the rule. The other proposal to allow one day's joining time for every 120 miles of journey by car or bus can, however, beconsidered further, if necessary.



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Comprehensive proposals for enhancing delegated powers have been considered by Government, and orders already issued. No such proposals need be considered now.

(This delegation could not po-found in the Fundamental and Subsi-diary Rules and perhaps relates to works expenditure. )

Last part of the report of Sub-Committee "E" Travelling Allowance

- 1. Cutting down of touring to absolutely necessary items. Controlling officers should be asked to check this carefully and the Accountant Country of the Accountant General should bring glaring cases to the notice of the Government.
- To effect economy, the travelling allowance bills of some of the higher officers, who are authorized to pass their

Comprehensive instructions have been issued in G. O., dated September 30, 1957 to effect a rigid control over travelling allowance expenditure and the Audit has been requested to bring to the notice of Government any violation of the above instructions.

The suggestion does not fit in the context of delegation of wider financial powers to Heads of Departments. Moreover, since Audit is specifically entrusted

Nature of recommendations	Reasons advanced in support of recommendations	Reactions of Finance Department

bills, should be submitted to some one higher up for countersignatures.

1

3. Government officers should tour on their private cars.

The number of jeeps, pick-ups, and cars now in use of Government officers is excessive.

Some officers have four or five vehicles at their disposal and they are sometimes misused.

with the responsibility of exercising proper check. over travelling allowance bills of all Gazetted Officers, countersignature of travelling allowance bills of higher officers by some one still higher up will cause inconvenience besides unnecessary duplication.

3

The question of withdrawal of staff cars and other light vehicles from Government Departments has been considered recently. After considering the question carefully Government decided to withdraw all staff vehicles with Departments or Officers with effect from October 1, 1957 excluding heavy vehicles, delivery vans, ambulances, Information pickups fitted with loud speakers, jeeps allotted to Game Wardens, staff vehicles of Divisional Commissioners, Inspector General and Deputy Inspector Generals of Police, staff vehicles purchased through foreign aid or Government of India aid and Police vehicles meant for the conveyance of Police forces.

The Sub-Committee "E" make their recommendations in the following paragraphs:

Issue of Budget Sanctions—In the discussions in the Economy Committee there was criticism against the delays in the issue of the budget sanctions by the Finance Department. It was said that sanctions did not reach the departments till the end of June, and July to September being rainy months nearly six months of the year were lost and only six months remained for the work connected with development expenditure.

It should be possible to make departmental arrangement and to cut out such delays. As the budget work proceeds, the departments of Government would be in touch with the Finance Department and, at every stage, they should be aware of the progress made with their demands. A list of custs made by the Legislature in a demand could be made from day to day and communicated to the departments of the Secretariat concerned. These would enable the different Secretaries to know exactly what funds have been sanctioned for their departments. The departments of Government could then issue provisional orders to all Heads of Departments to go ahead with the schemes and plans sanctions.

The Finance Department should also expedite the issue of the final edition of the Budget Grants. If the procedure, as suggested above, is adopted the delay in the issue of the final figures, if any, would not held up the progress of work.

It was advocated at the discussion that the entire procedure of budgeting in the State might be recast. Some time towards the end of June, the Cabinet could determine what approximately would be the rough allocation of funds under different grants, under major heads, under the control of different departments. Then a suggestion could be passed on to the various Heads of Departments to frame their budget estimates for the next year in accordance with such allocations. If the Heads of Departments could, more or less, have the feeling that the estimates thus framed by them would substantially be approved by the Government they would frame very realistic budget estimates and it could reasonably be assumed that one would have in that case effected the maximum economies. This would save a good deal of labour and trouble not only to the administrative departments but to the Finance Department also, apart from the substantial savings that would accure. The Sub-Committee carefully considered this suggestion but they have come to the conclusion that this would not be practicable in entirety till the accounting system in this country is remodelled on the lines of the British System in England, where a Ministry has self-contained accounting office and also a Financial Adviser. The Accounts Officer makes payment and compiles accounts and the Finance Department here.

The Government of Uttar Pradesh had sanctioned a scheme of Departmental Accounts-cum-Finance Advisers but the scheme has virtually been withdrawn. In the absence of such arrangements the responsibilities of the Finance Department cannot be easily delegated to other departments but the Sub-Committee make the following suggestions as a step towards meeting the comments mentioned above. The Sub-Committee contemplate that these enanges should be brought about by adopting suitable and firm conventions.

1. Works Grants—Once the grants for any new works on building etc., are sanctioned in one year and the works are not completed, the work should be treated as works in progress and all the amount required in the future years should be automatically provided for. The figures will be worked out by the departments concerned and the Finance Department should provide funds in the future years without further questions. This would enable all the departments to carry out the execution of such works without any difficulty in the successive years.

2. Another important feature in the budgeting is the division of additional funds available beyond what may be called the standing charges of the departments. Such funds are needed for expansion of the existing activities or new schemes.

The items of new expenditure are sanctioned by the Finance Committee, sometime in January. As soon as the figures of the revenue budget for the next year are available and the resources available are known, the Finance Department should inform all the departments of Government what amounts would be available for each. The departments should have a free hand in choosing within those limits items of new expenditures as well as of expansion as they think best. The Finance Department should accept such recommendations as a matter of course.

3. Theoretically, all savings made by the departments are available to the Finance Department for reallotment, but the convention should be established that if any department makes any savings in the standing charges by effecting economies or by reorganization, that department should be permitted to utilize the savings while drawing up its demands. If the convention is adopted, the departments concerned will be more likely to effect savings secure in the knowledge that the savings so made would be available for their own use either for expansion or new sanctioned schemes.

#### Financial Delegations

The financial powers of officers, prescribed in various codes and manuals were fixed many years ago, when the value of the rupee was about four times of what is now. In the changed times, those limits are ridiculously low now. They have had the effect of crippling and curbing financial powers and throw much extra work on the Government and Heads of Departments.

There is no justification for this. In fact, the needs of development and administration to-day are greater speed, greater initiative and greater responsibilities. The delegations to officers should be adequate to cope with these requirements. The Sub-Committee have made recommendations with a view to carrying such changes.

The delegations of Government are scattered over different books, manuals and orders. The Sub-Committee are making recommendations on the basis of some materials that have come to their notice. It is not possible for them to go exhaustively through all such documents. The recommendations made by the Sub-Committee for one department should be taken as a type and similar orders issued in all other departments and cases even though the Sub-Committee have not been able to give comprehensive recommendations under all books and manuals.

# **Budget Manual**

# Delegation of Financial Powers-Powers of Ministries

The Ministries should be delegated full powers of reappropriation from one minor head to another within the same grant, subject to the general restrictions regarding reappropriations as prescribed in the Budget Manual.

Paragraph 41 (P.25)—The limits prescribed in this paragraph for minor items of expenditure in which the Finance Department need not scrutinize the new expenditure, should be raised to Rs.500, if recurring, Rs.5,000, if non-recurring. Only items exceeding these limits should then appear in the schedule of new expenditure.

Paragraph 44 (P.26)—The limits should be raised to Rs.1,000, if recurring, and Rs.10,000, if non-recurring.

Paragraph 4 (P. 3)—The limits should be revised as suggested above.

Paragraphs 8 (P. 3) and 67 (P. 37)—They should be modified to expedite issue of sanctions and should be enforced vigorously so that complaints regarding delays in issue of sanctions are obviated.

Paragraph 354, clause 14—It has been found that under certain circumstances the personal effects of the officers transferred from Lucknow continue to be stored in the Vidhan Bhawan godowns and no charge is made for such storage. It is recommended that the storage of such goods should ordinarily be forbidden. In exceptional, unavoidable cases, it may be permitted, but charges should be made for their storage.

English Gazette—Though Hindi has been declared to be the State language, the Gazette is being issued in both English and Hindi. It is suggested that the English version of the Gazette be discontinued except for the part dealing with High Court.

# Alphabetical index to the proceedings of the Government of Uttar Pradesh

- 1. This index is being printed on one side of the page only. It is suggested that this may be printed on both sides as a measure of economy.
- 2. The complete index of all the cases in the departments is unnecessary as it means considerable extra expenditure. Some of the indices are of no value and could be easily cut out. If this is done the printing work could be reduced by about half and the cost of paper to 1/4th.
- "A Proceedings" files of the Secretariat—It is stated that "A Proceedings" files are now only printed in important cases. It is recommended that efforts should be made to cut down such printing work still further. Some of the "A Proceedings" files could be cut out from the printing list.

# FINANCIAL HANDBOOK, VOLUME III-T. A. RULES

#### INTRODUCTION

The Sub-Committee have gone through the F.H.B. and suggest some substantial simplification of these rules. It is notorious that the travelling allowance bill is difficult to make out, difficult to check in the office of the officers concerned and still more difficult to check in the A.G.'s office. The amounts involved in most of these bills do not justify such elaborate rules and the amount of time spent on the travelling allowance bills in all the offices.

It is not possible for the Sub-Committee to redraft the travelling allowance rules but if Government find this possible the entire set of rules needs to be redrafted on much simpler lines so that the travelling allowance claims can be drawn and passed more easily.

The Sub-Committee make the following recommendations to simplify the existing travelling allowance rules. If the recommendations are accepted by Government then all the rules that are affected by these recommendations should be redrafted.

Rule 16—The classification of officers in this rule is far too elaborate. It is also based on the idea that the officers of Class I Service should stand quite apart from Class II Officers. The Sub-Committee do not consider this rule suitable and in keeping with the real requirements of administration in a democratic set up. A simpler classification is suggested below:

Extra-I Class Government Servants drawing pay Rs.800 or more I

••	$\Pi$		••	••	,,	Rs.200 or over but less than Rs.800 I
Int.	Ш	"	"	33	11	Rs.45 or more but less than Rs.200 II
34 .	ΙV	••	. 33	,,	,,	Others III.

Rule 23 (P. 15)—This rule may be amended so that officers drawing Rs.800 or more would get for Rail journeys 1/2 II Class fare (now I Class). Officers drawing Rs.200 or over but less than Rs.800 would get II Class fare (now I Class) plus 1/4th, III Class should get 1 1/4 Inter fare (now II Class) and IV Class may also be permitted to draw 1 1/4 Railway fare but no conveyance from and to the railway station. Consequential amendments may be made in all the rules.

Rule 23(B) (P. 17)—Rates of mileage for travelling by road may be reduced as shown below:

- (i) Motor car annas 7 per mile;
- (ii) Motor cycle and side car annas 3 per mile; (iii) Motor cycle annas 2-6 per mile; and (iv) other means of conveyance annas 2-6 per mile.

They will apply to both I and II Class officers. For III Class annas 2-6 per mile and for IV Class annas 2 per mile.

Note 1 on page 23 may be deleted.

In special cases where the U. P. Rules mean a great hardship sanction of the Government would be necessary for any extra payments.

Note 2 (P. 21) may be retained, so also notes 4, 5 and 7.

Note 1 to Rule 23 (C) may be deleted.

Owing to war and post-war changes the prices have been levelled up and down and disparities in the different towns are much less marked now. Varying rates of dearness allowance for different towns need stronger justification.

Page 20 Category A—This should include only Naini Tal and Mussoorie, and other towns in this category should be transferred to Category B.

Under the existing rules an officer travelling by Railway is entitled to draw mileage allowance for the railway journey plus Dearness Allowance for days of arrival and departure under certain conditions and also road mileage for distance between the railway station and Chief Public Office. These rules are far too liberal. It is recommended that that may be simplified on the following lines:

For railway journey an officer should get mileage at the rate for railway travel (railway fare plus 1/2 or 1/4 railway fare plus 1/4 of the Dearness Allowance). This rule will meet the reasonable charges of the touring officers and will also mean some economy.

It will be necessary to make consequential amendments to some other rules and they should be carried out.

Rule 27A (ii) deals with Exception (ii) for Class IV Government servants, Charges admissible will be mileage at the rate of railway travel only. One-fourth dearness allowance not admissible.

Rule 27-B (P. 27)—dealt at (a) (ii)—Exceptions to 27-B (P.27)—bus charges to be admissible at 11 of the class concerned.

Rule 27-C (a)—No mileage should be admissible for travelling less than five miles. For travelling larger distances than five miles in conjunction with the railway reasonable actual expenses should be permitted. Reasonable actual expenses can be allowed to Government servants of all the classes.

Note I will also need consequential amendment.

Rule 29-A (b)—Half railway fare provided in this rule will be reduced to 1/4th fare.

Rule 42 (if)—Road journey reduced from two mileages to one and a half mileages.

Rule 43—Exception (ii)—The discrimination made in this rule against IV Class is not justified. Such transfers in the cases of IV class are rare but where they are necessary in public interest there is no reason why Government servants of the IV class should be discriminated against and they should be given travelling allowance for themselves and their families on a resonable basis as in the other cases. Railway fare should be allowed to them as for other class.

Rule 44—should be deleted and special orders passed in exceptional cases.

#### Fundamental Rules

The Sub-Committee have gone through the Fundamental Rules and Subsidiary Rules of the Government of Uttar Pradesh and have come to the conclusion that there is scope for simplification of these rules. It has not been possible for the Committee to undertake redrafting of these rules but some of the rules where such need seems to be obvious are dealt with in these recommendations. The recommendations if accepted, will need some changes in the connected rules

Rule 22—deals with the fixation of initial substantive pay of a Government servant who is appointed substantively to a post. The proviso of this rule deals with certain special contingencies. Some of these contingencies have disappeared with the passage of time and they will be less common now than before as the number of different scales of pay has been reduced. It is not necessary to have this proviso and it is recommended that the whole proviso may be deleted. In rare cases where real hardship occurs it is open to Government to pass special orders. A simple rule may also be made that all services of an official in the same time scale of pay in the same department will count for increments.

Rule 22-A—This rule also deals with posts with special cases and may also be deleted.

Rule 23—This rule may also be deleted. Cases of exceptional hardships will be governed by special orders but no rule is needed for preserving such vested right.

Rule 45-A—deals with the fixation of rent of Government buildings. One leading omission in this rule is to omit the value of the site. In the old days when land was cheaply available in most towns the rule might not have meant a loss to the Government but it is definitely unjustified to omit the value of the site in assessing the capital cost of a building for residential purposes. All the rules regarding the capital cost of the building should be modified to include the value of land either the actual amount paid or a reasonable estimate of such value.

Rule 45-A(iv)—In planning for Government houses for its employees the pay of the officer who would be entitled to live in the houses should be kept in mind and the capital cost should be so adjusted that there is no loss to the Government generally. The accommodation provided and the designs of houses should all be modified to bring down the capital cost so that Government are not put to loss.

There is no justification for some officers enjoying accommodation in huge big houses while paying a small rent under these rules while all other officers who have the misfortune of occupying houses built in recent years pay much higher rates. The capital cost on the books for old houses has no relationship to the present day capital cost. It is recommended that the pooling of houses in a given place should be carried out and rents adjusted so that unfair advantage does not accrue to officers living in houses built long ago.

The rule that rent taken from any Government servant should not exceed 10 per cent of his monthy emoluments is reasonable but in actual practice some of the officers are paying rents which are far too low with reference to the accommodation they are using. Wherever possible the big houses should be remodelled and split up so that Government do not suffer much loss due to the existence of these rules.

Rule 49-B—Fifty per cent of the personal pay permissible for holding an extra post should be reduced to 25 per cent. In fact such an arrangement should not be possible for more than short periods and where an officer can manage the work of two posts for a long time it is a case for amalgamation of the two posts as a permanent measure and not for granting extra pay for long periods.

Rule 56—For the last few years the average age of death for pensioners has gone up. Generally speaking the longevity of the people in Government services has improved due to better education, better sanitary and medical arrangements, and better knowledge. The officers of the I. C. S. were always permitted to remain in service for 35 years which took them to about 59 years of age generally. It is extravagance for the country to permit officers to retire at 55 and give them pension for the rest of their lives when they are in good health to serve the Government further and most of them wish to do so. It is recommended that the age of retirement may be raised to 58. However, if there is some difficulty in amending the rules a policy can be followed of re-em ploying retired men up to the age of 58 years according to the conditions of each department and with-holding their pensions.

Rule 87—This rule permits a Government officer to draw average salary and is unnecessarily liberal. There is no justification for an officer drawing higher leave salary just because he has officiated in higher post for a few months. He may have earned leave by long service but is entitled to get the leave salary for all his leave at the higher average. This rule should be so amended that the leave salary is based on substantive pay but where Government servant officiates in a higher post for six months or more continuously leave salary may be based on the average of the officiating salary for only that much of leave which he earns during that period. Thus, if a Government servant officiates in a higher post for six months and he earns 17 days leave for these six months he can have higher leave salary only for those 17 days.

# Subsidiary Rules

Rules 12 and 14 (P. 142)—The scales have been increased and the limits prescribed in these rules also need revision. The limit of Rs. 50 may be increased to Rs. 100 per month in these rules.

Rule 18-D—This rule is not suitably worded as it permits a Government servant to let out an approved accommodation to another party to his own advantage. It should be so modified that the rent paid by the sub-tenant is reasonably fixed in proportion to the floor-area occupied and should be approved by Government or some lower authority like the Chief Engineer.

Rule 18-H (P. 155)—If an officer is given two residences in two places he should pay rent for both the residences for the period for which he retains control or partial occupation of both the houses.

Rule 19 (P. 156)—The value of the site should also be taken into account in this rule. There is no justification for its exclusion.

Rule 19-G(P. 159)—The scale prescribed is rather lenient. Omit from the scale the bathtub and hot water boiler.

Rule 30 (P. 169)—The financial limits were prescribed long ago. They are insufficient now. The prescribed financial limits may be doubled.

# Chapter XIV-Hospital Leave

Rule 155 (P. 232)—Owing to revision of the scales of pay the limit of Rs.70 per month in this rule may be enhanced to Rs. 200 per mensem.

# Chapter XVIII-Joining Time

Rule 174 (P. 246)—This rule permits one day's joining time for 80 miles by motor car or horse drawn conveyance plying for public hire. The bracketting of these conveyances looks ridiculous. Delete the hourse drawn public conveyance and increase the number of miles for journeys done by motor car or motor bus to 120 miles for each day.

# **Delegation of Powers**

Page 293 (Item 20)—The financial limits in this item may be increased from Rs. 500 to Rs. 1,000.

Page 296 (Statement for Item 4)—Power to sanction the acceptance by teachers in Government schools of fees for private tuition:

- (1) The amount my be increased from Rs.250 to Rs.750.
- (2) Inspectresses of Girl's Schools—The limit may be increased from Rs.100 to Rs.500.

Item 5—The limit may be increased from Rs.500 to Rs.1,500.

Page 297—Sl. no. 6 Items 5, 6, 8 and 10—The limit of Rs.100 in these items may be increased to Rs.300.

Items 23 and 24—The limit may be increased from Rs.5,000 to Rs.15,000 and from Rs.10,000 to Rs.25,000. In view of the rise in prices, the former limits have become too restricted.

April 15, 1955.

(Sd.) P. D. PANDE.

# Recommendations of the Sub-Committee "E" of the Economy Committee

The Sub-Committee have already submitted in April 1955 their recommendations on the modification necessary in the general rules of procedure and dealt with the main financial rules. They also submitted their recommendations regarding Printing and Stationery along with that report.

The Sub-Committee are submitting their recommendations on the remaining Departments viz., Local Self-Government Department, Co-operative and Industries "B" Departments.

Before proceeding with the particular recommendations the Committee wishes to make the following general recommendations:

1. Necessity of organizing a general machinery for review of work done and targets achieved in the Five Year Plans—The First Five-Year Plan is coming to a close and the Second Five-Year Plan is under preparation. Year after year the tempo of work is increasing as the machinery for completion of the Plans gets under way and the personnel is trained in larger and larger numbers. As a result the expenditure incurred is increasing rapidly as time passes. The entire country is touched by the appeal and urgency of development and the whole atmosphere is now surcharged with earnestness. Financially and administratively it is taking the form of pressure that funds provided must be spent. The intention undoubtedly is that the targets aimed at should also be achieved. But there is a great risk under such circumstances of money being spent inefficiently and wastefully and targets not being achieved or achieved only partially. It is, therefore, absolutely necessary that the State Government should organize a strong and efficient machinery to review the expenditure incurred on the development plans and scrutinize the targets achieved. This should be done apart from what the Government of India might do for watching the progress of expenditure in certain cases, particularly in cases where it is making some financial contributions. This machinery should be charged with the duty of providing the Government with accurate and correct information regarding the expenditure incurred and seeing to it whether there has been inefficiency

and wastage. In the latter cases it should necessarily also report the responsibility for things going astray with the explanations of the parties concerned. The Committee do not wish to recommend the scheme in detail but would suggest that this machinery should work independent of the Heads of Departments as very often the Heads of Departments may have to be held responsible for infructuous expenditure in their Departments.

As the activities are comprehensive and varied under the made of a varied character and are comprehensive in nature. This machinery would also have to provide for check all over the field.

2. There has been a general complaint from all Heads of Departments regarding the present day morale and discipline. India has passed through a great revolution even though it has been worked out without violence. Under a foreign Government discipline was necessarily based to a considerable degree on fear. In a free country it has to be based to a great extent on high ideals of citizenship and patriotism. At present the previous factor has to an extent collapsed and the latter factor takes time, and has not yet proved effective. The result is a complaint that the staff does only that much of work which may protect them from the demotion and there is a general sense of listlessness.

The issue is a big moral problem and like all moral problems requires a comprehensive effort covering different fields of life, individual and social. Therefore, the remedy has to be o a comprehensive nature. The Committee is not in a position to make comprehensive recommendations, but want to bring this issue to the notice of the main Committee.

- 3. Use of printed forms and form-letters—In some departments printed forms are in use for disposal of work of a routine character which is often repeated in different cases. Every department has no such printed forms. It is, therefore, recommended as a matter of economy that in all departments where a large number of routine cases can be handled through printed forms or form-letters, such a procedure should be adopted.
- 4. In certain cases a large number of copies could be made out at the same time and one or more extra copies could be sent to the next lower officer where he would have to send copy or copies to other officers under him. This would mean some saving in the typing work in the lower offices.

The Sub-Committee after some correspondence with the Chief Engineer, Local Self-Government Engineering Department and Secretary to Government, Local Self-Government, Director, Cottage Industries U. P., and Sri S. P. Bhatnagar, Registrar, U. P. Co-operative Societies, had meetings on June 28, July 4, July 2 and July 5 respectively, at Naini Tal.

The Sub-Committee make the following recommendations:

#### Local Self-Government

Finances of the Local Bodies—The Sub-Committee discovered that the cause of all the problems in this department is lack of adequate financial resources with the local bodies. Their financial resources are so inadequate that they become practically dependent upon the Government even where they are asked to open a few more primary schools to discharge their elementary responsibility and the Government have to come to their aid by providing grants. The story is the same in other matters when Government ask any one of them to discharge any of their responsibilities better; it may be water-supply, improvement of drainage or other amenities which come well within their normal duties.

The Committee understand that this issue has been under the consideration of several Commissions and Committees and is presumably under the consideration of the Government. The Committee, cannot, therefore, at present make any fresh recommendation, but are strongly of the opinion that if these local bodies have to exist, it is absolutely necessary that the bodies should be placed on a satisfactory financial footing and be given adequate powers to raise their revenues. After that they could be asked to show themselves to be a success by their capacity and willingness to provide higher and higher standards of administration by developing their own resources.

There is considerable room for improvement in the administration of local bodies. But here also a committee of the ministers has gone through the question and made some recommendations which are under the consideration of the Government. If the efficiency of the administration can be improved and its working separated from the interference in day-to-day administration by the members of the boards, it would lead to an economy of expenditure all round. As this question is under the consideration of the Government, the Sub-Committee does not wish to add any further detailed recommendations.

- 2. In the districts of Rampur and Tehri-Garhwal, arrangements have not so far been made to extend the municipal administration. Early steps should be taken for such extension so that expenditure, at present incurred, may be reduced.
- (3) Local rates for water and drainage amenities.—It is one of the elementary responsibilities of the local bodies to supply good and adequate water as well as make arrangements for proper drainage and sanitary schemes. Most of the local bodies have failed to do so, and the reason is the inadequacy of financial resources. The Committee are strongly of the opinion that wherever water-supply schemes and drainage schemes can be introduced, all efforts should be made to introduce them in all such places as early as possible. Arrangements must be made for levying of rates for water and drainage schemes. The arrangements should be such that if the local bodies fail to take action Government should be in a position to take the initiative and see that reasonable rates

are levied for running such essential schemes. The Committee are making this recommendation because it has been informed that in some cases some of the local bodies agreed to levy water-rates but later on there has been considerable resistance in carrying out these undertakings. The Government should thus be empowered to take its own initiative to impose a tax if the local bodies fail to do so in such cases.

The Committee also agree with the views of the Department that where drainage levy is imposed, it should be pooled with the water-rates, so that the pooled funds become available for financing water-supply and drainage projects in common.

- (4) Surcharges made by L. S. G. for work done—The centage charges levied in the past have not been able to meet the expenditure of Lccal Self-Government. But with the increase of expenditure at present and in future, it would be easier for the centage charges to cover the expenditure. The Sub-Committee recommend that these centage charges should be adequate to recover the expenditure of the Local Self-Government.
- (5) Accounts Organization vis-a-vis Gaon Panchayats and arrangements for Audit of Panchayat accounts—The Committee agree that the scheme is drawn up on a self-sufficiency basis, but they would recommend that an annual review of the working of the scheme should be undertaken by the Finance Department so that the fees charged can be adjusted, if necessary, on the basis of actual experience of a few years.
- (6) The Committee understand that betterment levy has not so far been levied in the State by any of the Improvement Trusts or the Development Board, Kanpur, although the enactments concerned provide for it. The Committee feel that the theoretical case for a betterment levy is strong in all areas where improvements carried out have brought out an appreciable and substantial increase in the capital values of the property not acquired by the Trust or Board. As such a levy is usually made at the time of sale or resale, it should not be a hardship to any body to pay a part of the unearned increase in capital value.
- (7) Loans and Grants to Improvement Trusts—It is understood that grants are not made to the improvement Trusts except in a few cases where they are in the initial stages of development and have not reached a stage of self-sufficiency. The Committee are of the opinion that there should be no free grants to the Improvement Trusts. Help in the initial stages, as is required by them should be in the form of loans and if these trusts are efficiently administered, they should be able to reach the paying stage and repay all the loans given to them earlier.

The Committee are of the opinion that every effort should be made by these bodies now to relieve the Government of the financial burden which they have to bear.

- (8) Centage charges on non-commercial departments of Government—The Chief Engineer, Local Self-Government Engineering (D) raised the issue of very of centage charges on non-commercial departments of the Government like the Medical Department, Jail Department, etc. The Committee have come to the conclusion that it would mean more efficient working if centage charges are levied for these works as it would make planning for these things better and more earnest in the departments concerned. It would be good for them to know what these schemes cost and to take the responsibility for providing full funds in their own budgets.
- (9) Provincialization of the Work under the charge of District Boards, Municipalities, etc.—On the possibility of handing over the construction and maintenance of works like roads and buildings to the Chief Engineer, Local Self-Government Engineering (D), the Chief Engineer, Local Self-Government held the view that it was possible for him to take over these works, and that he would be able to look after their maintenance at no greater cost than what is incurred upon them by the local bodies now, and with a standard of efficiency no worse than what is in existence at present. The Sub-Committee were inclined to accept this view as far as the municipalities are concerned, but were doubtful whether it could be done efficiently for the far flung roads under the District Boards.

The Sub-Committee had also occasion to discuss this issue with the Secretary, Local Self-Government. The Sub-Committee are also aware of the fact that there is a long history of transfers and retransfers of roads from local boards to the P. W. D., and from P.W.D., back to the local boards, and the question is fraught with many practical difficulties. There is also the possibility if Government decide to sanction the proposal of strengthening the administration of the boards by provincializing the staff in important branches and separating the functions, the picture would become different. The Sub-Committee would recommend that this question may be reviewed at a future date when Government have passed orders about the reorganization of the local bodies.

(10) Scheme for constructing Septic Tank Latrines in the Rural Areas—The Government have a scheme for constructing such latrines in the rural areas wherever taps—are installed for supply of water. The Committee discussed this question—thoroughly, both with—the Secretary, L. S. G. and the C. E., L. S. G. E., (D). The main argument for the scheme is that it is part of the health scheme, and without proper disposal of the excreta,—sanitary conditions cannot be brought up to standard in the rural areas. The Sub-Committee have given much thought to this question and come to the conclusion that this scheme raises very important issues. First of all this scheme will not work and will prove an utter failure in India unless a sweeper is appointed to look after each group of latrines. The latrines will be misused by some people in the rural areas, and become dirty. Nobody will clean them unless a sweeper is standing by. The whole scheme would then prove a source of dirt and not cleanliness. There are not enough sweepers in the countryside and if the scheme is carried out on a national scale, provision for sweepers will have to be made on a very large scale, and will raise some very difficult practical problems.

Even if adequate arrangements could be made for looking after such latrines, the scheme is not desirable, as it would take away one good source of providing natural fertilizer to the cultivated lands. It would be possible in the opinion of the Committee to so train villagers that they could sit in the fields as they do and cover up the filth with earth, so that the risk of infection could be over come or minimized greatly.

Such latrines, might, however, be necessary in large villages where the area is large and it is not easy for villagers to go to their fields. Such villages are really akin to towns.

# **Industries Department**

Cutlery Scheme—In connextion with the Cottage Industry for the manufacture of scissors and razors at Meerut, the Industries Department maintains the Heat—Treatment Shop for the benefit of the men\_engaged in this industry. Some charge is being made for this service and the Director of Industries expects this shop to be a self-supporting proposition after a few years. The Committee are of the opinion that steps should be taken to make this service self-supporting as soon as this newly developed industry is able to bear this charge. The charge for the services should have reference to the services rendered and the margin of profit in this cottage industry. In fact the cottage industry cannot be considered to be a success unless it is able to meet all such charges.

- 2. Precision Instruments Factory, Lucknow—Considerable losses were incurred in the first few years by the Government in this factory, because the whole scheme was not planned thoroughly. Arrangements were not made for the acquisition of all the necessary machinery, trained staff, etc. The Director of Industries informed the Committee that the work of manufacturing water meters is being done on a proper basis now and this activity will soon cease to be a burden on the Government. This factory is also manufacturing standard microscopes at competitive prices. Negotiations are now under way with the Government of India for marketing of these microscopes. The Committee recommend that arrangements should be made with the Government of India or marketing done otherwise and so long as the activities are on a self-supporting commercial basis the factory could be developed to the utmost extent necessary and possible.
- 3. Training-cum-Production Centres—The Industries Department has a number of Training-cum-Production Centres for initiation and development of different types of industries usually on a cottage basis. In the circumstances prevailing in the country it is unavoidable for the Government to take the initiative, but the Department should have a clear cut goal for making such efforts self-supporting. Unless such a goal is kept in mind and efforts are made to reach it, these activities will continue to mean expenditure to the Government for ever. As soon as it is possible to develop one of the industries and it begins to prosper, the State aid should be reduced and ultimately withdrawn and the industry should look after itself. There need not be only one pattern, but one useful pattern can be to put an industry on a co-operative basis so that financing, supply of raw materials and marketing could be done in a systematic and economic manner. In fact the success of the Industries Department should be judged by the attainment of self-sufficiency in such fields.
- 4. Quality Marking Scheme—Quality marking is being adopted by the Industries Department for different industries like manufacture of locks, footwear, silk goods, etc. Some industries need such an aid under certain circumstances, but the whole conception should be to develop quality marking on a self-supporting basis. In the initial stages it cannot be self-supporting but if the quality marking is being done honestly and efficiently, the public would come to look upon it as a true index of the quality of the goods. The quality marking would then become the best and cheapest advertisement for the manufacturers, and they would be quite willing to cooperate with the Industries Department and pay charges for quality marking which would make itself self-supporting. The Department should have this goal well fixed before it and should make efforts to make quality marking self-supporting in all the fields after lapse of some period when the consumers and producers get to appreciate the quality marking.
- 5. Glass Bead Industry—The Department maintains two furnaces for the benefit of this industry and some fees are charged for the use of these furnaces, but the scheme is not on a paying basis at present. The Glass Industry is a fairly well developed industry and it should be possible for the department to place the working of these furnaces on a paying basis.
- 6. Leather Training Centre—Government have provided the machinery and some charges are made for the depreciation of machinery. Government initiative was necessary in this case to stop the frightful wastage through the very poor and backward current methods of work. The advantage to those who are engaged in this work is so great that the scheme should become a self-supporting one as soon as the training stage is over and those employed in the industry begin to earn extra profits from which they can pay such charges.
- 7. Dyeing Houses—The Government have provided a finishing machinery. The Director of Industries stated that arrangements will be made to make a transfer after some time to a cooperative society and thus relieve the Government of the expenditure. This should be done as early as possible.
- 8. Sericulture—There is a great scope for the development of sericulture in the State. Initiative for it has rightly been taken by the Industries Department. But some parts of the scheme like cultivation of Mulberry trees and production of seed for the worms would probably have to be looked after by the Department always, but the scope for the industry is so good that once it has been developed it should be possible for it to pay the Government for the services rendered. This should be the aim of the Department so that the work done by the Government would develop the industry, but the expenditure incurred by the Government would come down as the industry is able to take over the load.

- 9. Government Experimental Lock Factory at Aligarh—It renders service to the other many manufacturers by manufacturing correct type of punched levers and fees are also charged for other services it renders. But the work is not in a paying stage yet. The Committee recommend that efforts should be made to put this workshop on a self-supporting basis as soon as the industry is able to pay for it.
- (1) The Director of Industries complained that Rs.40 lakhs sanctioned by the Government of India could not be utilized by him because of the procedural difficulties created by the Rules of the Finance Department. He said that similar difficulties occurred in some other instances where money made available by Government of India could not be actually utilized for a long time. The Committee is strongly of the opinion that such delays are totally unjustified and the Rules of procedure should be changed to cut these delays out totally. It should be quite easy to have some rules under which the Industries Department could be authorized to use all these funds immediately after they had been made available by the Government of India, say, by advances from the Contingencies Fund of the State.
- (2) The Annual Report of the Industries Department gives on page 68 some figures regarding loans. It is recommended that the report should give adequate information regarding the recoveries of these loans. It is very necessary to see how far these industrial loans are being recovered as that is the test of success.
- (10) Hill Wool Scheme—The Committee were interested to know that the Hill Wool Scheme which was started on the basis of training-cum-production centres has shown considerable development and goods produced did not present much difficulty in marketing. The Committee recommend that this industry should be placed on a firm basis by organizing the workers into co-operative societies for purchase of wool, meeting current finance of working capital, and for marketing the goods produced. The Government could then relieve itself of much of the expenditure but still come to the aid of the workers as regards designs, marketing and purchases of wool in bulk from a foreign country like Australia.
- 11. Handloom Production—The Department is conducting these activities for producing and popularising new designs so that they may be adopted by the persons engaged in this industry. The Committee recommend that the Department should stop producing the designs as soon as they are adopted by the persons engaged in the industry and the department should keep some record about the success in its designs being adopted by the industry. The Annual Review should contain some information about the success achieved in this direction so that it may be seen how far the work done by the Department has been adopted by the industry successfully. No doubt the Department would be turning to new designs where necessary as improvement is a continuous process.
- 12. Dyeing Factory at Mau—Private work is undertaken and fees are charged. The Director of Industries informed the Committee that steps were being taken to convert this scheme into a commercial scheme. Such conversion is desirable and is recommended.
- 13. Blanket Finishing Factory—It works in two shifts and fees are charged for private work. The capacity is also utilized to the full. It should, therefore, be possible to convert this factory into a commercial activity and make it self-supporting. Some commercial work in connection with Hill Wool Scheme is being done at Garhwal, Almora and Jaunsar-Bhawar, but efforts should be made to put the hill scheme on an over all self-supporting basis as soon as the stage of training the workers is over.
- 14. Technical Education in U. P—This question was discussed with the Director of Industries and the Committee have come to the conclusion that technical education which is not thorough and efficient is not an economy and it is not likely to be successful to achieve its goal. The expenditure incurred is thus uneconomical. The Committee would recommend a considerable improvement in the standard of teaching as well as the scales of pay of the staff so that really competent staff is employed and a high standard of teaching is attained and those who come out of these institutions are really efficient in their fields and can help the development of the country. Stinginess in technical education and training or research work leads ultimately to a wasteful expenditure.
- 15. Gur Development Scheme—The Director of Industries informed the Committee that the use of NIRA had not been a success so far but the manufacture of gur from palm trees etc., had been successful. A large expenditure is being incurred in this scheme. If it succeeds in training the workers and establishing them in a useful trade, it should be possible to organize them into co-operative societies and gradually make these societies self-supporting. This objective should be kept in mind and achieved as soon as possible.
- 2. Two schemes have been sanctioned for the employment of unemployed young men—(1) for training in turning armatures, winding, melting, watch and time-piece mechanics etc., and (2) black-smithy, metal toys making, etc. The first scheme is for 100 men while the second is for 200 men.

The schemes are at present only in the nature of training centres of experiments. They do not seem to aim directly at developing any industry like HILL WOOL Scheme. The Department should keep a watch over the young men, who have been trained and see if they are able to fit themselves usefully into the industry. If they come out fit, it would mean success for the training centres, otherwise the schemes should be discontinued.

The Director of Industries brought it to the notice of the Committee that a large part of the staff in the Department is temporary. As most of this staff is not likely to be retrenched, the Committee recommend that the Government should place the staff on a permanent or semi-permanent footing. This would increase the efficiency of the staff and prove economical as regards

the recruitment. As the posts are temporary the Government has to pay higher starting salary or better terms to attract suitable men. If the posts become permanent, recruitment of better staff on more economical terms would become possible. It was also brought to the notice of the Committee that there is considerable delay in paying the wages and salary of the temporary staff. Such delay in the payment of one's monthly wages and salaries is most undesirable. The rules that stand against the prompt payment of pay, must be amended. Because the staff is temporary, there is no reason why they should not draw their salaries punctually like the permanent staff. Necessary changes should be made in the existing rules and this difficulty should be removed.

# Co-operative Department

Generally speaking the Committee have taken the view that in a country like India the Co-operative Department has to take the initiative to organize and support the societies, and even help them financially till they have developed to a stage where they can be self-sufficient in finance and their condition becomes reasonably good. But the Committee have come to the conclusion that due to the historical development the societies and indirectly also the staff of the department have come to a feeling that a certain amount of financial help must be given by the Government to the societies even though they are old and well developed. The result is that even those societies, which have been in existence for a long time, and which have sufficient menbers and sufficient working capital, look upon this help as necessary. In the view of the Committee a different objective should be clearly laid down for the Department and the societies. It should be to develop the societies in such a manner that they should be self-supporting as early as possible and the Department should realize that its success is to be judged by the achievement of this objective. It is quite possible that there would be a certain amount of opposition in making any change in this direction. The Committee are firmly of the opinion that such an objective is justified and is necessary on its own merits and it should be accepted as the normal standard.

- 2. The Committee discussed with the Registrar the question of some of the societies, for instance, Milk Societies. He stated that the Government bears expenditure only in two directions—the provision of some staff at the headquarters, and (2) the inspectors. In view of that has been stated above, the Committee are of the opinion that the pay of the inspectors should, in course of time, be met by the Milk Societies through contributions. The Committee reviewed the working of the Milk Unions and noted that there is no adequate justification for the losses in some of the arrears and in some cases, particularly in the case of Kanpur Milk Union. The Committee understand that the cause has been a certain amount of lack of co-operation from the local board of management which is non-official. This is most unfortunate and steps should be taken so that local management boards appreciate the needs of such commercial ventures so that what was intended to be a benefit not only to the producers but also to the public of Kanpur, should not become an unnecessary burden on the general tax-payer.
- 3. In the course of the discussions it transpired that one of the difficulties, the Department is facing, arises from the rapid expansion of the Department due to First and Second Five-Year Plans. The rapid expansion diverts some of the trained staff to the new societies and the Department is thus not able to strengthen the older societies which would have been the result otherwise. In the circumstances of this country the expansion of the type aimed at in the Five-Year Plans cannot be helped. It is a war on backwardness and poverty and arrangements have to be made on a war basis where necessary. It is for the Department to make efforts to foresee the demands of the staff and make special arrangements for intensive training of the staff. It may be necessary to have special schools and special arrangements to give in a short time an intensive training to the new staff.
- 4. It is also suggested that there should be the principle of making the older societies more and more self-reliant which would enable the Department to relax the supervision and control over them at an increasing pace. This must naturally be done in a systematic manner which would not affect their efficiency, but the objective should be kept in mind so that arrangements are made to achieve it wherever and as early as possible.
- 5. U. P., Co-operative Union—It gets Rs.25.5 lakhs to meet the expenses of supervisors, Kamdars and head office requirements. In this case too the object should be to make the unions self-supporting and it can be done if the foundation is strong, i.e. if the primary societies are in a position to become self-supporting and make proper contributions. The union would then be able to meet all such expenses. The activities undertaken by Co-operative Federation and of a business character and if these activities are conducted efficiently and well, the benefits they confer on the cultivators are so large that they should be able to be completely self-financing. In that case the grants should take the form of loans recoverable after three years or so. One difficulty, the Registrar told the Committee, arises from the fact that the volume of work done by each store is not large enough and it can be increased only by enlarging the area, for which each seed store operates. He has the fear that if this is done the cultivators may complain that the distances become too great. The Committee are of the opinion that it should be possible in many cases to enlarge the area and the turnover in these stores without putting any real financial burden on the cultivators, as they usually have their own bullock carts and have the time available to go a little longer distance in most cases. In future the seed stores should be so organized that they have got enough work to do to enable them to have a good margin of profit to pay for their expenses after the first two or three years.
- 6. The loans are given at present to the members of the societies at 9 per cent. The Regis trar told the Committee that the idea is to reduce it to 6 per cent as the rate is higher in U. P than in some other States. The Committee discussed with him also the different charges at different stages that are involved in making up this rate of 9 per cent. There are different sources

from which the societies are financed, but the cheapest is the Reserve Bank. It should be possible in future to get a larger volume of finance from this source in view of the inauguration of the State Bank of India. The Committee also feel that the extra charge of 3 per cent at present made by the District Banks is really too high. It should be reduced. It might have been justified at one time when the turnover was not large, but at present and more so in future when the Department will have expanded further, this extra charge of 3 per cent for their services is really excessive.

It should also be kept in mind that for societies which have been in existence for some years, there is no strong moral foundation for financial assistance from the general tax-payers. It should, therefore, be aimed that the societies become self-sufficient after a few years while the process of reduction in the rate is made. The present rate of 9 per cent should not be reduced without a simultaneous reduction of the burden on the general tax-payer and both the reductions should proceed simultaneously.

The Committee understand that the Director of Fruit Preservation, Ramgarh, charges some fees from private orchards for spraying insecticides but this fee is more or less a nominal charge at present. In the beginning it may be in accordance with the fruit preservation policy of Government to encourage the owners of private orchards to realize fully the importance of using insecticides in the cultivation and maintenance of fruit crops. In the initial stages, therefore, there is some justification for the Department to charge a nominal fee from private orchards for spray operations but ultimately the Committee feel that the charges for spraying should be so enhanced and levied in a manner that the charges on the operations on private orchards are met, if not fully, to a substantial degree, thus reducing the burden on State Exchequer.

Convener, Economy Sub-Committee (E).

#### PRINTING AND STATIONERY

The Sub-Committee have gone through the work done by the Superintendent, Government Press as regards printing and stationery and make the following recommendations with a view to effect economy:

# Printing of Secretariat Files

The number of files that used to be printed has been reduced already by the Secretariat but an examination of the present files shows that the materials contained in them can be cut down still further. A number of entries in these files appear to be of no lasting importance and they could be cut out. In some of the files examined nearly half the matter could be omitted. It is recommended that the Secretariat Offices should be more strict in the examination of the matter that is got printed at present.

It is also noticed that printing is being done on one side of the page only probably with a view to cutting the pages and pasting them on some occasions. It appears to the Economy Committee to be more economical to print the matter on both the sides even though some pages may have to be cut and used for pasting the matter in some cases.

The Sub-Committee examined considerable amount of matter in the form of brochures etc., which is printed at the budget time. While publicity is necessary in a democratic regime the Sub-Committee consider a good deal of economy possible in this printing in the following directions:

#### Quality of Paper

A good deal of printing was done on superior art paper. The quality of the paper could be reduced in most cases. In so far as members of the Legislature and the press and the public are concerned it is hardly necessary to use such costly paper. Even for public in other States it seems to be unnecessary. Superior type of paper may, however, be necessary for publicity in foreign countries; but much of the materials seen by the Sub-Committee did not seem to fall under the last category.

It was elicited from the press that the preparation of these brochures, etc., is taken up late in the year about the budget time and the press is allowed very little time so that considerable overtime wages have to be paid to cope with this work. After examining many of these papers the Sub-Committee have come to the conclusion that such a rush of work is not justified by the essential needs of these publications. Much of it is due to defective planning and an attempt to include material as recent as possible. In no case is it possible to include information up to 31st March. It is suggested that the information should be included only up to 31st December. It will be possible for a department to have leaflet printed to give some Salient information for the period after 31st December. The Sub-Committee recommends that this rush of printing must be cut out or reduced to a bare minimum. It would mean considerable economy directly and indirectly. Against a budget allotment of Rs.25,000 expenditure is likely to be Rs.1,22,000 on over time.

# Lack of planning in ordering copies of printed forms, pamphlets, reports etc.

The Sub-Committee noted considerable lack of planning in the orders the press received for printing such materials. It all means extravagance and waste which can be cut out by more thoughtful planning and efforts on the part of the different departments. It was noticed that in some cases the same farm was printed as many as six times in a year. On the other hand in some cases an excessive number of copies of pamphlets, etc., is lying unused with the press.

The different departments do not have to pay for their printing work and consequently they are not moved by any desire at economy. The Sub-Committee recommend that all printing work done by the Government Press should be charged against the department concerned. With a slight cost on accounts adjustments this measure will force departments to make better use of their grants for printing. They will be forced to do some thinking on the needs of economy which is apparently lacking completely at present. The Sub-Committee understand that Her Majesty's Press in England charges for all the printing done for all the Departments, commercial or non-commercial and recommend a similar procedure.

The Sub-Committee examined the number for forms of demi-official letters and envelopes. Their number has been reduced recently. The Sub-Committee consider possible to reduce this number further to only three.

# Magazines of the different departments

Labour, Information and Panchayat Raj Departments get their magazines printed monthly. It was noticed in the case of Labour particularly that considerable expenditure is incurred in printing the magazine. In the opinion of the Sub-Committee it should be enough for these departments to bring out these magazines once in a quarter for publishing the work dove by them. In fact all departments where departmental magazines are issued more frequently they should be issued only once in a quarter. Well-arranged and well-edited magazines once a quarter should be sufficient for all departments. The only exception can be in the case of those departments for whose magazines there is considerable public demand and their publication can thus be made more or less a paying proposition.

It was also noticed that though in the case of some publication, the size of the magazine was fixed, the department often exceeded the limitation and then at the last moment the changes were carried out needing extra expenditure in the press. Better arrangements in the departments are necessary in dealing with magazines and publications.

It was noticed by the Sub-Committee that the review of the annual working of Labour Department was received in the press on 24th February, 1955 and printing was to be done by 28th February, 1955. It had to be printed at the private press and was bound at the Government Press. Owing to this rush in the press considerable expenditure is incurred by the departments themselves in sending their special messengers to Allahabad and getting this done personally. Much of this expenditure can be cut out if the suggestions of the Sub-Committee are accepted.

The Sub-Committee also noticed that the report of the Cottage Industries for 1954-55 was received in the press on the 5th February, 1955 and was to be completed by the 18th February, 1955. The Hindi translation was done by the departmental representatives as the printing of the English edition was in progress. The Sub-Committee recommend that all such publications should be made only in Hindi and the English editions should be cut out altogether. Hindi is the State language in U. P. and every body in this State understands or is expected to understand this language. This printing in two languages is an unnecessary expenditure and should be cut out. The expenditure this year on the Hindi edition was Rs.2,186 and for the English edition Rs.3,607 for the Cottage Industries alone.

The slips with which the envelopes are to be closed are in most cases pasted completely on the envelopes. The existing instructions should be better enforced so that the envelopes do not have to be torn.

Another surprising extravagance the Sub-Committee noted was that some departments were not prompt in correcting the proofs sent to them. Some of the proofs were not passed quickly and it took the departments one and a half to three years and the department naturally made many changes. The type had to be kept standing and some composing had to be done again for all the corrections made. It is very defective planning in a department if it takes one and half to three years to deal with the proofs supplied by the press.

# **Budgets and Gazettes**

Budget—The budgeting work in the different departments is still being done in English and at some stage budgets are translated into Hindi for the Assembly. The Sub-Committee recommend that the budget work right from the initial stage should be done in Hindi. They, however, recommend that as laid down in the Constitution the figures should be in Roman. This practice will be in consonance with the use of Roman numbers by the Government of India.

Gazettes—In U. P. Government publishes its Gazette both in English and Hindi. While the English Gazette is a convenience to the Officers who are accustomed to think and read in English, it is altogether uncalled for as several years have passed since Uttar Pradesh Government laid down its policy about Hindi. Time has come when English Gazette should be discontinued except in the Sections dealing with the Law Department and the High Court.

The Sub-Committee were struck by the lack of planning in certain departments like the Intermediate Board which causes to incur considerable extra expenditure. For instance, a statement of changes in the centres of examinations was received in the press on the 27th January and was to be printed by the 31st January. The meeting of the Board that settled this question was held in December and the examination was to be held in March. Surely the Intermediate Board could plan better and put less strain on the Government Press.

A number of documents were received for printing from the Intermediate Board very late in the year and unnecessarily late. For instance, instructions to invigilators were sent to the press on the 21st February, 1955, and were to be printed by the 28th February, 1955. The Sub-Committee think that the instructions could be sent to the press several months ahead as these are of a recurring character. Same was the case with the consolidated absentee statement form. This was sent to the press on the 8th December and was to be printed by the 15th December. No wonder the Sub-Committee note that the allotment for over-time in the press was of Rs. 25,000 and the actual expenditure has gone upto Rs.1,22,000. If the recommendations of the Sub-Committee are accepted there will be definite economy in the working of the press.

The Superintendent, Press, brought to the notice of the Sub-Committee that considerable inefficiency is caused in the working of the press due to lack of accommodation and congestion. He pointed out that in one case machinery had been received but building for installing the machinery is yet to be constructed. The Sub-Committee recommended that reasonable accommodation should be provided for the press and in time as that would lead to economy.

#### Final and the last part of the report of the Sub-Committee "E" of the Economy Committee

The first part of the report of the Sub-Committee "E" of the Economy Committee containing recommendations on the modifications necessary in the general rules of procedure as well as financial rules has already been submitted to Government in April, 1955. This report also contained recommendations regarding Printing and Stationery.

The second part of the Sub-Committee's report containing tentative recommendations on the Local Self-Government, Co-operative and Industries Departments was drawn at Naini Tal in July last and submitted to Government on July 10, 1955. The Sub-Committee now confirm this part of the report, which may be treated as final.

The Sub-Committee "E" now submit final and the last part of their report containing general recommendations. This completes the work of the Sub-Committee.

#### PART III

Co-operative Department—The Sub-Committee have carefully gone through the note prepared by the Finance (I) Department regarding the abolition of all the existing posts of Honorary Supervisors in the Co-operative Department and they are of opinion that the system of Honorary Supervisors in Co-operative Department be discontinued.

Travelling Allowance—The Committee have recommended some reduction in the rates of T. A., but much is not possible in this direction. What is possible and more important, as it will mean more economy, is cutting down of touring to absolutely necessary items. Sometimes there is a tendency to tour unnecessary and make T. A. Controlling officers should be asked to check this carefully. The Accountant General may bring glaring cases to the notice of the Government.

Some of the higher officers pass their own T. A. Bills. In the present state of affairs, it will be better and will lead to economy if their T. A. bills are also submitted to some one higher up.

Government Vehicles.—There is a general feeling that the number of jeeps, pick-ups and cars now in the use of Government officers is excessive. Different departments purchase their own vehicles independently. Some officers have four or five vehicles at their disposal and they are sometimes misused. In the circumstances, it would be more economical to revert to the old system that prevailed before the Second World War and let an officer tour in his own private car. The rules for giving loans for purchase of cars as also for T. A. can then be made very liberal. The net result, it is expected, will be economy, but a careful survey and calculations will have to be made first.

Official Returns—Various statements are required to be submitted by Collectors and other Government officials. Some of these statements can be discontinued altogether without any loss of efficiency and some made less frequent. Given below are some of the returns together with the Committee's recommendations indicated:

# Returns of Revenue Assistant

- 1. Monthly statement of expenditure on partition Monthly There is no work of Partition at present. It establishment.
- Monthly statement of re-employment of demobilised defence personnel on security basis.
   Remains always blank. It should be discontinued.
- Quarterly report regarding employment of foreigners Quarterly Always remains blank. May be disconin Government service.
- 5. Report of production of minerals in mines ..., Ditto.
- 6. Famine Relief Programme of Village work .. , Does not serve any useful purpose as it is not possible to speculate such a programme with any accuracy. It should be discontinued.

 Famine Programme. Report of the preparation of Annual programme of Famine.
 Does not serve any purpose as it is not possible to speculate such a programme with any accuracy. It should be discontinued. May be discontinued as cases are always reported whenever they occur. 8. List of all cases of embezzlement and defalcation in respect of money allotted for expenditure during Returns of Excise Clerk 9. Statement of Forfeiture of Security Deposits, etc. Quarterly May be discontinued. Report can be sent when such an occasion arises. Returns of General Clerk Quarterly Not necessary since Panchayat Adalats do not decide these cases now. It should be discontinued. 10. Statement of Mutation and correction of papers cases disposed by Panchayat Adalat. Returns of Land Records 11. List of officiating SKs. submitted to Land Reforms Monthly May be discontinued as the information is incorporated in the absence statement showing the names of officiating SKs which is also sent to Land Reforms Commissioner every month, 12. Area statement and statement of holdings and rentals sent to LRC giving pargana-wise figures. Instead of pargana-wise figures, district-wise figures may be sent. This will reduce the Returns of Judicial Assistant 13. Returns of births under Act VI of 1886 .. Quarterly Always a nil report. It should be discontinued. 14. Returns of Deaths under Act VI of 1886 Statement showing the number of cases detected in connection with infringement of Trade Mark and sale of spurious goods. Always a nil report. May be sent when Always a nil report. It should be discontinued. 16. Statement of cases pending in courts for five years or Yearly Returns of A. J. A. I. 17. Annual statement of deaths and successions of rulers Annual There being no ruler now, it may be discontinued. Is always blank. May be reported whenever accident occurs. It should be discontinued. 18. Annual statement of fatal accidents from Primus Stoves. Prevention and convictions of offienders under Cloth and Yarn Control Order. Monthly Not necessary, since controls have been abolished. 20. Prevention and conviction of offences under Food Grain Control Act. Not necessary, since controls have been abolished. It should be discontinued. सन्धर्मव जयते 21. Registration of Inland steam vessels Is always blank and seems to be unnecessary. It should be discontinued.

The period after which the returns are required to be sent may be altered in the following cases: Returns of Revenue Assistant 1. Statement of expenditure on anti-locust measure Monthly May be made yearly. 2. Quarterly indent of padlocks .. Quarterly May be made yearly. 3. Statement of Government servants against whom May be made yearly. action was taken is pending for acts of disloyalty in the State. Returns of General Clerk 4. List of Government servants against whom action Quarterly May be made yearly, was taken is pending for acts of disloyalty to the Returns of A. J. A. I. 5. Court notices and summonses issued to newspapers Quarterly Does not seem important. May be made yearly. 6. Government advertisement issued to newspapers ... Ditto. 7. Statement of wireless telegraphy equipment seized and Is always blank. May be made yearly. confiscated. 8. Press objectionable matters Ditto. Quarterly statement in connection with infringement of Trade Mark. Ditto.

10. Observance of Press Code ...

11. Expenditure under head 57—Mise. Charges

.. Monthly Is always blank. May be made quarterly.

Ditto.

# Returns of Chief Revenue Accountant

- 12. Statement of Schedule Employees .. .. Quarterly May be made yearly.
- 13. Statement of Collection of Statistics of State ,, Ditto. Employees.

Finally, the Sub-Committee convey their thanks to the various officers, who helped them in their work.

Convener, Economy Sub-Committee (E).

